

# Law Enforcement News

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## Judge not...

It tooks months to find him, weeks to get him to Washington, and just minutes to swear him in, but when all was said and done, William S. Sessions, former chief U.S. judge for the Western District of Texas, was the new Director of the Federal Bureau of Investigation. For a look at this and the rest of the year's events, don't lose a minute — turn to Page 3.

## 1987 in review: Amid signs of change, policing works harder, smarter, better

### ANALYSIS

By Marie Simonetti Rosen

Couched as it was between two election years, 1987 gave law enforcement the opportunity to set its own agenda, rather than dance to the tune of electoral politics. That is not to say that all was rosy, as the budgetary threats that began in 1986 and earlier continued. Not only did 1986's campaign promises of increased funding for drug enforcement fail to materialize as expected, but police and sheriffs alike had to pick up the pieces from cuts made in the budgets of other social agencies as well. Doing more with less, while certainly limiting, forced departments large and small to make better and smarter use of existing resources. The year 1987, then, was a time for local initiatives and innovations to be put to use in tackling national problems.

Internally, the field of law enforcement continued to change, undergoing what one observer called a period of "quiet revolution." The military model of policing is starting to erode. Fewer and fewer officers have a military background and many of them are already ascending through the ranks. A new frame of reference is cropping up, one that has already manifested itself in the profession's language. "Police manager" is taking the place of "police commander." Police chiefs and commissioners are beginning to refer to

themselves as "chief executive officers."

Classified ads for police chiefs are starting to include phrases like "quality circles" and "interactive management." To many criminal justice experts, the new model for policing could very well be a corporate one.

In some departments, this "new wave" corporate style is slowly creeping in. In Madison, Wisc., it is being openly experimented with. In one of the more daring police projects to come along, the Madison Police Department gave one-sixth of its resources to one-sixth of its officers to police one-sixth of the city as they saw fit. Enthusiasm is running high among the officers and the community selected. Although some police officials remain skeptical about this trend, citing concern about discipline, proponents of the new style maintain that enhanced officer morale and improved community relations will lessen the need for disciplinary approaches that are reflections of the military model.

But just as many recruits are without a military background, so too are they without the benefits of the G.I. Bill that once allowed many officers to obtain advanced educations. At 1987's conference on the state of the art in policing, sponsored by the National Institute of Justice, Attorney General Meese pointed out that many police

Continued on Page 2

## Law Enforcement News salutes its 1987 Man-of-the-Year, San Francisco Sheriff Michael Hennessey

### *Moving boldly to promote humane, fact-based law enforcement policies in response to AIDS*

Amid all of the problems confronting law enforcement in 1987, there was one that leaped from the pages of medical logs to scare the hell out of many police officers. Seen as more dangerous, more insidious than the worst armed suspect, it was known to most only by its initials: AIDS.

Since shortly after the disease first broke into the public consciousness in 1981, Sheriff Michael Hennessey of San Francisco has been working with zeal, insight and compassion to formulate and implement sound law enforcement policies for responding to the crisis. Showing as much concern for victims of the disease as he does for the deputies who serve under him, he has brought a cool-headed search for answers to an issue that has already provoked more than its share of over-reaction. As a young, courageous, energetic, experienced, educated law enforcement executive, he is clearly on the cutting edge of the next generation in police administration. The 40-year-old, three-term sheriff is a first-rate example of a public service "baby boomer," and one who richly merits our 1987 Man-of-the-Year honors. (For more on Hennessey and the AIDS issue, turn to the centerfold.)



LEN's 1987 Man of the Year, Michael Hennessey

CSF/Susan Lohwasser



# 1987 in review: the times they are a-changing

Continued from Page 1

departments are starting to see an "educational vacuum" and that the police executives and middle managers of the future "will not have the educational background that is now permeating most of the departments around the country." To fill this vacuum, many departments are providing a wide variety of educational incentives to enable and encourage in-service personnel to attend classes. There is also a growing number of law enforcement officials and observers who are emphasizing the urgent need for police command-level training ("management-level," in the new parlance) to cope with changing personnel compositions, the increasing influence of the community, social fluctuations and technological advances.

One such social "fluctuation" that roared onto the law enforcement agenda in 1987 was the continued — if somewhat abated — spread of right-wing extremist groups, all loosely connected and sometimes disguised with names suggestive of religious organizations, such as the Aryan Nations Church and the Covenant, the Sword and the Arm of the Lord. At the hands of law enforcement and the courts, these cadres suffered significant losses last year, capped by the Federal indictment of 15 leading neo-Nazis, white supremacists and Ku Klux Klansmen on charges of seditious conspiracy. The outcome of their trial, which is due to begin in February, may well determine the short-range future of organizations that, while reportedly small in numbers, are increasingly violent and, according to Federal officials, "armed to the teeth."

One hate-crime case that received broad national attention took place not in the criminal courts but within the context of a civil lawsuit. A low-key, pious black woman, Beulah Mae Donald, won a \$7-million civil judgment against the United Klans of America as an outgrowth of the 1981 murder of her son Michael at the hands of Klansmen. The judgment bankrupted the UKA, which was forced to sell its headquarters building to make partial payment on the huge damage award. Following a trend of using civil legal remedies for criminal activities — like the use of civil RICO provisions against organized crime figures — this case may point the way toward a more effective approach to combating organized hate groups.

But the seeds of bigotry were sprouting not only in the country's rural areas. The year past also saw racial xenophobia growing amid the cement and asphalt of many American cities and suburbs. No case spotlighted this more clearly than that which erupted in Howard Beach, N.Y., in late 1986, when a young black man was chased to his death on a busy highway by a gang of white teenagers. The trial of that incident evolved against a backdrop of simmering racial tensions, as pressure from New York City's minority leaders led the Governor to shift prosecutorial responsibility in the case from the local district attorney to the state special prosecutor for the criminal justice system. Almost exactly one year from the date of the incident, a jury convicted three of the youths of manslaughter and assault.

In the wake of the Howard Beach incident and kindred cases around the country, attention was focused on the lack of reporting systems for bias-related crime at the local, state and Federal levels. Based on those statistics that were kept by a few states and localities, it became clear that reports of bias-related crime were continuing to rise, and in some areas black-against-white assaults were running dead even with white-against-black assaults. Police officials report that by and large the offenders are teenagers, while an as-yet unreleased report prepared for the National Institute of Justice suggests that homosexuals are "probably" the most frequent victims of hate crimes.

Federal legislation, as well as legislation at the state and local levels, has been hamstrung by the inclusion of the "sexual preference" category in descriptions of bias-related crime. Some observers believe that fear and dislike of homosexuals is one of the principal reasons, as is the concern that inclusion of gays would lend moral and legal sanction to their lifestyles. Still others assert that the inclusion of gays in such laws would create an almost impossible burden of proof for prosecutors in such cases.

The year past was also a time of technological breakthroughs and shortfalls, with many law enforcement agencies, for example, finding out the hard way about the negative aspects of 911, once thought to be one of the greatest technological innovations in police

ing. In Chicago, suburban "good samaritans" who used cellular car phones to help others in distress overburdened the city's police communications system with misplaced calls. In Maryland, officials developed a plan to educate residents about the problems resulting from dialing 911 on a cordless phone with weak batteries and sub-par signals. It was also reported that the Phoenix Police Department was putting hundreds of emergency calls for service on hold. In the wake of one such incident, a 911 operator was fired and a police dispatcher and two officers were suspended. But despite the inherent problems that 911 posed for some, many localities forged ahead with plans to implement enhanced 911 service, with its highly desirable call-tracing capability.

Some departments got the distinct sense that the tail was beginning to wag the dog, as 911 systems appeared to be seizing control of agency priorities. In one in-depth analysis of repeat calls for service, the Minneapolis Police Department found that less than 5 percent of all businesses and residences in the city generated 64 percent of all calls to the 911 number. As an outgrowth of the study, police officials implemented a program to get a handle on shoplifting by reducing police responses to stores that were chronic callers.

For some police departments, technological advance came in the form of a computer, whether a large main-frame system or a tiny laptop unit. Of course, as with 911, dependence on computers was not always the panacea that might have been wished for. The San Jose Police Department incurred a bit of local wrath when its highly sophisticated computer system was unable to pin down a serial rapist who had committed some 30 rapes in the area. In the end, old-fashioned detective work led to a suspect. For police in the Seattle area, the hunt for the so-called "Green River" serial killer goes on after four years despite thousands of hours of computer time and at least as much police legwork.

The new rage for police computerization may be seen in the growth of automated fingerprint identification systems. The Florida Department of Law Enforcement awarded a \$21.7-million contract for such a system to link agencies throughout the state. In New York State, \$5.2 million was allotted to assemble a data bank of fingerprints from all departments in the state, including the enormous New York City police collection. Whether or not the courts and the correctional system will be able to handle what some experts think will be a surge of some 5,000 to 10,000 additional arrestees remains to be seen. However, on the bright side, the San Francisco Police Department reported late in the year that since a computerized fingerprint system was installed in 1984, burglaries in the city have declined by nearly 25 percent.

Not all advances in police equipment were of the high-tech variety. As an outgrowth of several sensitive police-shooting cases, the New York City Police Department rolled out a new arsenal of non-lethal devices to be used, it is hoped, as an alternative to the revolver. Velcro restraint straps were tested and deployed in patrol cars for use on unruly suspects. The department also issued two varieties of stun guns, hand-held water cannons and high-impact plastic shields. In Indianapolis, the police distributed hand-held metal detectors to officers after a suspect died of a self-inflicted gunshot wound while handcuffed in a patrol car.

Notwithstanding lapses noted last year in many departments, the police use of deadly force is not nearly as systemic as it might have been some 10 or more years ago, as many departments have refined their policies in this area, often in response to specific incidents. Community pressure and civil unrest due to the police use of deadly force forced the overhaul and re-examination of police policies in Tampa, Dallas and Reno. The violence that erupted in Tampa following the fourth death of a black man in police custody prompted not only the re-appraisal of policy but the unexplained resignation of the police chief as well. Dallas was ranked number one in the country in per-capita police shootings by a House Judiciary subcommittee, a dubious distinction that led to the department's decision to abandon the use of shoot/don't shoot firearms training. In Reno, meanwhile, the death of a suspect in custody, combined with a police shooting of a civilian and a period of budgetary constraints, prompted the police chief there to reshape the department with a new community-oriented foundation.

That's not to say that the use of deadly force was

strictly a problem of the police, however. Bernhard Goetz, who dominated the media in 1985 and 1986, was acquitted of attempted murder and assault charges in the shooting of four youths who he claimed were preparing to rob him on a subway train. In California, Illinois and Missouri, the name of the game was drive-by highway shootings, as random violence flared on the roads. Local legislators in Berkeley, Calif., began to research the legality of what would be, if approved, the nation's first "weapons checkpoints." In Florida, two bills designed to create a uniform state policy on gun control left an inadvertent loophole that allowed residents to openly carry firearms, if only for a period of a few days until legislators met in special session to revise the law.

And what about the war on drugs, the great national crusade promised by the President in the heat of the 1986 electoral campaigns? The war resembled more of a street fight as 1987 took its course, as the Reagan Administration itself said "no to drugs" by cutting millions of dollars earmarked for state and local drug enforcement efforts. With Federal drug money — particularly the revenue-sharing part of it — seeming to dry up, Justice Department officials shifted their emphasis to the sharing of assets seized from drug traffickers, as a way of rewarding local agencies for jobs well done. Nonetheless, it appeared that the harder Federal and local agencies tried to stem the narcotics trade — and despite the continued reports of record-setting drug busts — the drugs kept on coming. And for some departments, the battle against drugs was to be fought within their own ranks.

Hundreds of drug cases were dismissed in Washington, D.C., after Federal prosecutors suspected that the cases were tainted by officers who allegedly skimmed money and drugs from raids and took payoffs from dealers. In Miami, where narcotics remains a growth industry, the shadow of drug-related corruption spread to the point where the growing scandal may eventually touch 1 out of every 10 officers in the police department. For those who believe that an ounce of prevention is worth a pound of cure, drug testing had its day in court last year, as a Federal appeals court approved a Customs Service plan to administer urinalysis tests to employees seeking transfers to sensitive positions. President Reagan's plan to test legions of Federal employees — a plan that could involve the use of "toilet monitors" to foil cheaters — is still being contested in the courts, with a resolution due in early 1988.

As other articles in this issue bear out, there was also the continued specter of AIDS, which terrified police officers in no small way. Their responses to the threat were in some cases humane and insightful, in other cases panic-stricken and bizarre. There was also the new problem posed by the deinstitutionalization of tens of thousands of mental patients, who were in many cases left stranded by other social service agencies. Police use of force with the mentally ill often left departments holding the bag of negative publicity that such incidents generated. The brighter side was that in many cases new procedures were developed, and new partnerships with other public and private institutions were forged.

As another Federal election year begins, politicians can once again be counted on to take down from the shelf the usual law-and-order issues. It seems a foregone conclusion that yet another proclamation of "The War on Drugs II" will be rolled out, with promises of increased funding and resources. Regrettably, it also seems preordained that the well-entrenched drug traffickers will continue to enjoy a decided edge in any effort to eradicate them.

For the locals, the year ahead seems encapsulated in the words of one New York police expert, who noted, "We have to deal with the failures of others." And in that respect, broader social issues that evolve into police problems will form a large part of the law enforcement agenda in 1988 and beyond. Police response to the emotionally disturbed, to the homeless, to victims of rape, incest and domestic violence, to gang violence and to hate crimes will require linkages with other public agencies in order to be truly effective. But whether law enforcement will be able to rise to the occasion on these and other emerging issues will depend as much on a willingness to share the burden with, and the burdens of, others as it will on the extent to which the unpredictable winds of politics blow agencies off their charted courses.



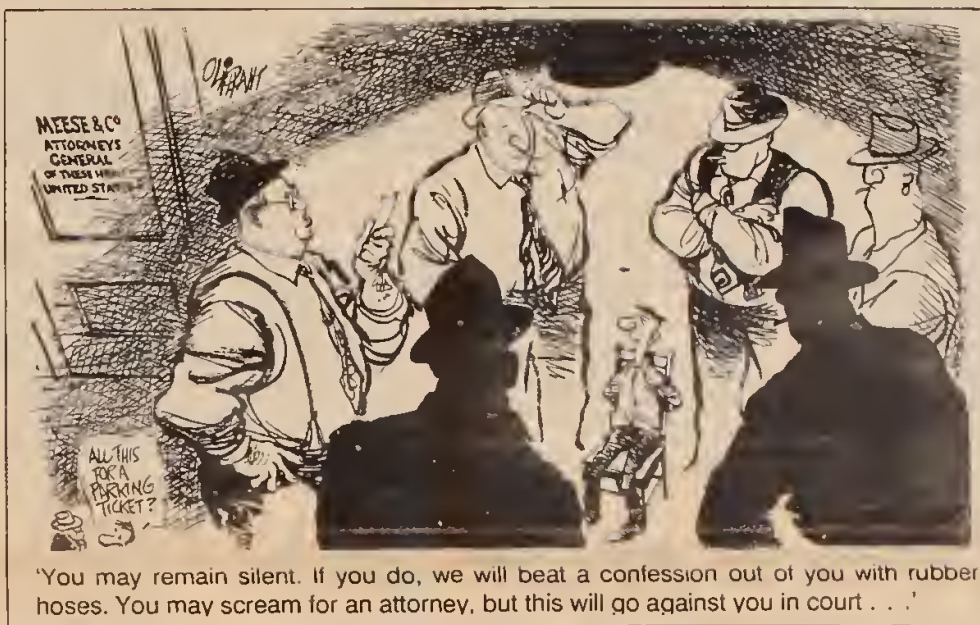
# 1987: A Retrospective

## January: Justice Department draws a bead on Miranda

A proposal by Justice Department staff members to seek a Supreme Court challenge to the 1966 *Miranda* ruling meets with the expected support of Attorney General Edwin Meese 3d, who has called the landmark decision "infamous." The internal Justice Department report, obtained by The New York Times, calls a challenge to *Miranda* "essential," and says the issue is not whether the ruling should be overturned, but how its demise should be facilitated and what should replace it. The report suggests that police could issue a warning along the lines of: "You are under arrest on suspicion of (name or description of offense). The purpose of this interview is to obtain information concerning this offense. Anything you say here may be used as evidence in a court of law. You do not have to make a statement or answer questions. However, if you have anything to say in your defense, we advise you to tell us now. Your failure to talk at this interview could make it harder for a judge or jury to believe any story you give later on."

Sharp budget cuts made by President Reagan in the area of drug enforcement and prevention efforts prompt an angry reaction from members of Congress, who see the cuts as a "major retreat" from the tough position Reagan took on the drug problem only months earlier. The Anti-Drug Abuse Act of 1986 had specified \$200 million for 1987, \$250 million for 1988 and \$250 million for 1989, but the President proposed only \$100 million for 1988. An Administration spokesman explains that the \$225 million already appropriated by Congress will "provide significant assistance to local drug-enforcement efforts, so such grant funds will no longer be needed in 1988."

Three Mafia leaders and four of their underlings are sentenced to 100-year prison terms on Jan. 13 following a sensational 10-week trial for violations of the Racketeering Influenced and Corrupt Organizations (RICO) Act. Those sentenced are: Genovese family boss Anthony Salerno; Colombo family boss Carmine Persico; Lucchese family boss Anthony Corallo; Lucchese underboss Salvatore Santoro; Lucchese consigliere Christopher Furnari; Colombo



underboss Gennaro Langella and Colombo family member Ralph Scopo, a former president of the District Council of Cement and Concrete Workers.

A mistrial is declared on Jan. 21 in the case of seven former Miami police officers charged with racketeering and possession of narcotics. U.S. District Judge Kenneth L. Ryskamp says the seven will, in all probability, be tried again. The prosecution charged that the former cops robbed potential drug buyers and cocaine dealers, in addition to other criminal activities.

The October 1986 dismissal of Omaha Police Chief Robert Wadman is seen as a key factor in a recall election that leads to the ouster of Mayor Michael Boyle on Jan. 13. Wadman's dismissal for insubordination, said City Council president Steve Tomasek, was probably the most "telling blow" in galvanizing public opinion against Boyle, although local observers caution that the Mayor's removal from office does not guarantee that Wadman will be returned to his post.

Concern grows in the law enforcement community over the proliferation of toy guns that look hauntingly like the real thing — so much so that even experienced officers are having a hard time distinguishing them from real guns. Judge Robert T. S. Colby of State District Court in

Virginia calls for passage of a state law requiring all such toys to be painted bright yellow. "I see it as a gigantic problem," Colby says. "We're going to kill innocent people and absolutely jeopardize officers' lives."

Avowed revolutionary Thomas Manning is convicted by a Superior Court jury in Somerville, N.J., in connection with the 1981 murder of State Trooper Philip J. Lamonaco. The jury deadlocks 7-to-5, however, in favor of acquitting defendant Richard C. Williams, who the state contends was the actual triggerman in the killing.

In a 7-to-2 ruling, the U.S. Supreme Court permits the use in court of criminal evidence found by

drunken-driving charges. Warrantless inventory searches, the Court held, do not "prohibit the exercise of police discretion so long as that discretion is exercised according to standard criteria and on the basis of something other than suspicion of evidence of criminal activity."

Hoping to consolidate and intensify Federal efforts in the area of drug enforcement, treatment and prevention, President Reagan expands the scope of the National Drug Enforcement Policy Board and places Attorney General Meese in charge of the panel. The policy board had been created by executive order in 1984 to coordinate drug-enforcement efforts. In its new format, the board will also

committed less than half of the 20 million violent crimes that took place between 1982 and 1984. While 46 percent of crimes were committed by total strangers, according to the National Crime Survey, 39 percent involved friends, acquaintances, spouses or former spouses.

The Insurance Institute for Highway Safety says the number of intoxicated motorists who drive on weekend nights has dropped sharply since 1973. The study, released Jan. 14, says that 37 percent fewer drivers had a blood-alcohol level of .10 percent in the latest poll, compared to the findings of a survey conducted 14 years ago.

The U.S. Customs Service announces plans on Jan. 16 to end a hiring freeze imposed by the agency when a Federal judge overturned its drug-testing program.

Detroit Mayor Coleman A. Young announces a plan to fight the city's youth-homicide problem by strengthened the Police Department's youth-gang squad, increasing patrols near schools and expanding the police cadet program. Detroit recorded 646 homicides in 1986, including 34 youths under the age of 17 who were killed by gunfire.

**COMINGS & GOINGS:** Gene Slade, a former director of the Metropolitan Atlanta Crime Commission, becomes Police Chief of Dalton, Ga. . . Bill Jones steps down as Tennessee's Commissioner of Safety to become Police Commissioner of Murfreesboro. . . Colorado State University's deputy chief of police, Tom B. Yates, 47, leaves to become police chief of Gunnison. . . William Brierly, 52, quits as Police Chief of Newark, Del., reportedly due to frustration with management. . . Lakeland, Fla., Police Chief Lawrence Crow Jr. is named Sheriff of Polk County by Gov. Bob Martinez. . . Larry D. Wallace, 42, is named colonel and commanding officer of the Tennessee Highway Patrol by new Safety Commissioner Robert D. Lawson. . . Robert R. Fuesel, president of the Federal Criminal Investigators Association, retires after a 28-year career with the Internal Revenue Service's Office of Criminal Investigation. . .

**"It's a potential disaster waiting to happen."**

Jerald R. Vaughn, executive director of the International Association of Chiefs of Police, on the problems posed for police by youngsters with realistic-looking toy guns.

police during the search of a vehicle belonging to an arrested subject. Overturning a decision by the Colorado Supreme Court, the Justices rule in *Colorado v. Bertine* that the Fourth Amendment rights of Steven Lee Bertine were not violated when police searched his truck after he had been arrested on

include the Director of Central Intelligence, the head of the Office of Management and Budget, and the Secretaries of State, Defense, Health and Human Services, Transportation and Treasury.

A study by the Bureau of Justice Statistics notes that strangers



# February: Toilet monitoring for Federal drug tests

The Crime Control Institute releases a study showing that the number of police departments that deal with cases of domestic violence by arresting one of the parties quadrupled between 1984 and 1986. One-third of those, the study points out, implemented the policy as a direct result of the 1982 Minneapolis experiment on domestic violence.

Attorney General Edwin Meese unveils a plan for the urinalysis screening of more than one million Federal employees for drug use. The program is to include some direct observation of urination and the use of colored water in toilet bowls to foil would-be cheaters.

The U.S. Supreme Court upholds a Federal District Court ruling requiring the state of Alabama to promote one black trooper for each white trooper in an effort to make up for past discrimination. The 5-4 decision cites the Alabama State Police's long history of discrimination and resistance to court-ordered change. Blacks had been totally excluded from the State Police until a 1972 court order forced their hiring.

A long-awaited management study by a blue-ribbon panel urges the Philadelphia Police Department to implement a more community-oriented approach and move further away from a focus on crime fighting. The study calls on Police Commissioner Kevin M. Tucker to create an "explicit mission statement"

quor stores, public housing projects and several private apartment buildings.

The Police Foundation withdraws an invitation to Sir John Hermon, head of Northern Ireland's Royal Ulster Constabulary, to speak at a national conference after protests from the

for a computerized fingerprint search system. The system is capable of quickly matching latent prints from a crime scene against hundreds of thousands of prints already on file. In addition, the system's high-speed capabilities enable it to classify an individual fingerprint in a matter of minutes by technically searching the print's particular characteristics against those of prints stored in its data base.

points to Commerce Department data showing that the \$50,000 benefit enacted in 1976 is now worth only \$5,000 in spending power.

A National Institute of Justice study finds that recent cocaine use among people arrested for serious crimes in New York City has nearly doubled since 1984. The increase in cocaine use is said to be especially large among arrestees 16 to 20 years old.

**"...a comic exercise in Ty-D-Bol justice."**

**Robert Tobias, president of the National Treasury Employees Union, describing a Customs Service plan to conduct drug tests of employees.**

to guide plans toward greater use of the problem-solving approach to policing.

A Minneapolis study finds that 64 percent of the calls coming in on the city's 911 emergency telephone system were generated by less than 5 percent of all businesses and residences in the city. The study, conducted by the Crime Control Institute from Dec. 15, 1985 to Dec. 15, 1986, says that typical repeat callers to the emergency number included 24-hour convenience stores, li-

Irish National Caucus and other groups focused more attention on Hermon and the political turmoil in Northern Ireland than on the symposium he was invited to attend. Inviting Hermon to speak, notes Sean McManus, director of the caucus, would be akin to inviting the "South African security forces to discuss local police methods."

The Florida Department of Law Enforcement awards a \$21.7-million contract to De La Rue Printrak of Anaheim, Calif.,

Adults arrested for robbery in the United States are just as likely to serve jail time as those arrested in Canada or England for the same crime, according to a new study by the Bureau of Justice Statistics. BJS reports that offenders are sent to prison 49 percent of the time in the U.S., compared to 52 percent in Canada and 48 percent in England.

A bill to increase the Federal death benefit paid to survivors of slain police officers is introduced by Representative Mario Biaggi. Biaggi, a former New York cop who was instrumental in the 1976 passage of the Public Safety Officers' Benefits Act, proposes that the death benefit be doubled from \$50,000 to \$100,000. He

COMINGS & GOINGS: John M. Hogan is named as Florida's first statewide prosecutor... Richard B. Abell is nominated as Assistant U.S. Attorney General for the Office of Justice Assistance, Research and Statistics, replacing Lois H. Herrington... Police Chief Joseph Maltby of Emeryville, Calif., resigns, citing "personal reasons"... James Meehan, chief of the New York Transit Police, retires after a 38-year police career that included seven years as head of the transit force... Russell W. Harper, 45, an 18-year-veteran of the Missouri State Troopers is shot and killed Feb. 8 after stopping a man for a traffic violation...

# March: FBI's Webster gets the nod for CIA post

Reputed Mafia boss John Gotti is acquitted of all charges in his Federal racketeering trial in New York. Prosecutors, however, continued their efforts to develop a new indictment against him based on clandestine tape recordings of conversations in which

Gotti discussed his share of the goods received as head of the Gambino organized crime family.

The Houston Police Department announces plans to institute a drug-testing program to begin in June. The program, which will involve only for-cause testing, is a compromise for Police Chief Lee P. Brown, who is a strong believer in random testing. While one of the city's two police unions, the Houston Police Officers' Association, has no problem with the intent of the proposal, one member of the union's board of directors indicates that the union was concerned over the testing laboratories the Chief plans to use.

A new California law requiring authorities to report all domestic violence as criminal activity is said by Attorney General John Van De Kamp to be responsible for nearly half of the 8.9-percent increase in the number of crimes reported from the state's largest urban areas in 1986.

The Bureau of Justice Assistance announces plans for the first grants for narcotics enforcement programs authorized by the Anti-Drug Abuse Act of 1986. Twenty percent, or \$44 million of the total 1987 funds authorized by the \$1.7-billion bill, will be allocated by BJA for enforcement programs, with special

grant awards to be reserved for urban crack cocaine task force, street sales enforcement, asset seizure and forfeiture programs and enforcement planning programs.

A report by the Bureau of Justice Statistics says that nearly 8 million records of wanted or missing persons and stolen property were stored in the FBI's National Crime Information Center

Webster is picked by President Reagan to be the new head of the Central Intelligence Agency. Webster, who was due to leave the Bureau in 1988 after a 10-year term, is seen as an unassailable choice for the CIA post. The nomination sparks a wave of speculation as to who will be named as the FBI's new director, with possible candidates ranging from top FBI executives to former high-level officials of the

says that the nation spent approximately \$45.6 billion on all forms of justice activities at all levels during fiscal year 1985. The report from the Bureau of Justice Statistics says governments spent \$22 billion for police services, \$10 billion for judicial and legal services and \$13 billion for corrections.

Hoping to reduce false alarm calls to police, Kansas City, Mo.,

**"Discretion is clearly declining in the area of domestic violence and being replaced with clear policy guidelines and restraints upon responding officers."**

**James K. Stewart, director of the National Institute of Justice, on the growing trend toward mandated arrests in cases of domestic violence.**

as of August 1986. BJS warns that improper maintenance of the "hot files" — which contain information on the dangerousness of suspects — could have serious consequences such as wrongful arrests and mistaken seizures of property.

Lack of funding puts an end on March 31 to a Houston Police Department traffic program said to have reduced traffic fatalities. The Radar Selected Traffic Enforcement Program was in operation for two years.

FBI Director William H.

Reagan Justice Department. (See "Names & Faces," page 5.)

The Police Foundation and the Bureau of Justice Assistance launch a cooperative effort to provide technical assistance to law enforcement agencies in five crime-control categories. The program will provide information, consultation and training in the areas of sting operations, Integrated Criminal Apprehension Programs, arson, white-collar crime and organized crime investigations.

A Justice Department report

enacts a local ordinance requiring owners of alarm systems to register their alarms for monitoring purposes. New alarm system owners must obtain a permit before installing such a system. Alarm owners who chalk up more than seven false alarms in a year will be fined \$25 for the next false call, with fines increasing up to a maximum of \$250.

COMINGS & GOINGS: Sun City, Iowa, Police Chief Michael Petricca, 29, is picked to succeed Hans Dickinson as police chief of Webster City... Yavapai County,

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## Law Enforcement News

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Sessions



Webster



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Rice



Wadman

## Names and faces: some of the people who shaped 1987

### Out-of-court Sessions

Some FBI manhunts just naturally take longer than others. In 1987, the Bureau's most-wanted man was not a notorious murderer, bank robber or mobster, but a new Director, and the process of landing the right person for the job took nearly six months. Of course, as noted by William Webster, who left the top job at the FBI to become Director of Central Intelligence, "Good things are worth waiting for." The four-month search for Webster's successor began shortly before Webster actually left the Bureau in May, and numerous candidates were touted as shoo-ins, dark horses and favorite sons before President Reagan finally nominated 57-year-old William S. Sessions in late July. Sessions, the chief federal judge for the Western District of Texas, had made it known as early as March that he would be interested in the job if it were offered. The Senate confirmation process, often a period of intense legislative scrutiny, proved to be a cakewalk for Sessions, whose nomination was sent to the Senate Judiciary Committee at about the same time as that of controversial Supreme Court nominee Robert Bork (see focus, page X). Sessions' breeze through the Senate prompted Vermont Senator Patrick Leahy to quip, "This is beginning to sound more like a canonization hearing than a confirmation hearing." But even with the 90-0 approval of the Senate, chalked up on Sept. 26, Sessions was not to take office for five more nerve-racking weeks, as back-to-back ulcer attacks forced postponements of his swearing in. On Nov. 2, however, amid high praise from his superiors, Sessions took the oath of office, pledging to "lead in a fashion that unerringly and faithfully supports the Constitution and the laws of this great land." The long-awaited arrival of Director Sessions meant an end to the brief tenure of John Otto, a career FBI agent who served for six months as the FBI's acting Director. Otto resumed his post as executive assistant director of the agency.

### Back in the saddle again

Insubordination has led to the downfall of many a police chief, and so it appeared for Omaha Police Chief Robert C. Wadman, who was abruptly sacked in October 1986 for refusing to follow what he felt was an unjust disciplinary directive from his Mayor, Michael Boyle. Ultimately, however, the act of insubordination was to prove the undoing of Boyle, not Wadman. Last January, the good citizens of Omaha rose up in righteous anger and voted for the recall of Mayor Boyle. Of course, by that time Wadman was ensconced — anxiously so, perhaps — in the nation's capital, where he served as project manager of the Drug Control Strategy Development Program, a joint effort of the International Association of Chiefs of Police, the Drug Enforcement Administration and the Bureau of Justice Assistance. Although buoyed throughout his exile by letters and calls of support

from colleagues around the country, Wadman still endured his share of moments of doubt as to the outcome of a court case to win back his job in Omaha. By April, all doubts were laid to rest, as a district court judge ordered Wadman reinstated with full back pay. The chief said the ordeal gave new meaning to the words "justice" and "fair play." Such terms are often shallowly used, Wadman said, "but once you go through that, all of a sudden it changes the quality of those terms."

### Cuba si, disruption no

You can now add to the resume of Indianapolis Police Chief Paul Annee the job title "diplomat." The 45-year-old police veteran may have seen a lot in his 22-year career, but it took the Pan American Games, held in Indianapolis last summer, to bring out the ambassador and mediator in Annee. As if planning a multi-agency security effort for the Games were not enough, the presence of an athletic delegation from Cuba added the further wrinkle of volatile anti-Castro demonstrators. Despite advanced planning and intelligence efforts, including a trip by Annee to Cuba, there were indeed clashes between the Cuban delegation and the protesters. However, by dint of some adroit seat-of-the-pants diplomacy, along with a firm, no-nonsense police stance when matters threatened to get out of hand, the Games proceeded smoothly. Policing the Games proved a rare law enforcement opportunity for Annee, who admitted with a laugh that he would be willing to do it again, "but sure wouldn't want to do it in the near future."

### Over and out

Citizens of the melting-pot city of Santa Ana, Calif., lost a forceful advocate in law enforcement last April when Raymond C. Davis called it quits after 14 years as the city's police chief and 33 years in public service. Davis, a burly proponent of professionalized policing, was responsible for numerous community-oriented policing programs aimed at Santa Ana's population of blacks, white, Hispanics and Southeast Asians. On several occasions he locked horns with the U.S. Immigration and Naturalization Service over proposed INS raids to ferret out illegal aliens, with Davis claiming that the raids were detrimental to police community relations efforts. Davis, who began his career as a police officer in Fullerton, Calif., and became police chief of the Oakland suburb of Walnut Creek just 10 years later, ended his police service not only as Santa Ana's top cop but also while holding the job of deputy city manager for public safety services.

### The rainbow coalition

The announcement that Chicago Police Superintendent Fred Rice would retire on Nov. 1 gave Mayor

Harold Washington a choice opportunity to choose a successor from among three experienced police executives who were seen as front-runners. It was also to prove a major headache in the racially and ethnically mixed city. The three who were generally considered to have the inside track for the job were First Deputy Superintendent John J. Jemilo, a white man of Polish descent, Deputy Superintendent Matt Rodriguez, a Hispanic, and Deputy Superintendent Rudolph Nimocks, a black man. Local black leaders called for the appointment of Nimocks, Hispanics sought their day in the sun through the appointment of Rodriguez, and white politicians and others called for the appointment of Jemilo, the Police Department's number-two man. By the time the Police Board finished its screening and recommended three candidates to Mayor Washington, however, Jemilo's name was nowhere to be found. In his place was the name of Deputy Chief of Patrol LeRoy Martin, a 32-year veteran who was outranked by the other three men. Powerful factions in the Windy City blustered that anti-white bias was responsible for Jemilo's being short-changed by the Police Board, and there were genuine concerns that the long-time lawman would call it a career in the wake of the snub. Not long after Mayor Washington surprised everyone by naming Chief Martin to the Superintendent's job, professionalism proved once again to be the order of the day in Chicago, as Martin asked Jemilo to continue as first deputy, and Jemilo readily assented. Jemilo, said his new boss, is "an asset" to the department.

### No token of esteem

When William "Mugsy" Moore was named police chief of Pittsburgh in April 1986, he says, he decided that "the moment my tenure as chief of police was transformed into mere window dressing, this city would have to find someone else to play the role of token." By May 11 of last year, Moore had apparently tired of being "window dressing" and he headed for the door, calling it quits after 36 years with the police force. Moore left angrily, charging that Mayor Richard Caliguiri and Public Safety Director Glenn Cannon had "excluded" him from all major decisions involving the Police Department and had made him "the scapegoat" for the department's "blundered situations," which, he claimed, he was neither "involved in, consulted with or informed of." The departure of Moore, who was the city's first black police chief, stirred up racial resentment in the city, with the Pittsburgh-based National Black Political Caucus and local black leaders rising quickly to Moore's defense. In the end, however, protests proved to be for naught, as Mayor Caliguiri moved quickly to name Chester Howard, the assistant police chief for investigations, as temporary head of the police force.



# March: Comings & Goings

Continued from Page 4

Ariz., sheriff's deputy Chuck Devine, 53, is named town marshal in Camp Verde, the newest town in the Verde Valley... Mario Zannino, 67, said to be the number-two man in organized crime in New England, is sentenced to a 30-year Federal prison term... New York City Police Detective Louis Miller, 60, is shot and killed while responding to a burglary in Brooklyn, becoming the oldest officer in the department's history to be killed in the line of duty... Milton, Vt., loses six full-time police officers and two dispatchers when the employees resign March 12 over a dispute with Chief James Lyons... Kelly Rogers is sworn in as police chief of Chadbourn, N.C. ... John D. Roach, a 14-year veteran of the Hanover County, Va., Sheriff's Department, is named police chief of Asbland, replacing John M. Wolford, who became police chief of Colonial Heights in November 1986... John Dineen is re-elected to a sixth term as president of Chicago's 10,000-member Fraternal Order of Police lodge... Neil Moloney resigns as director of the Colorado Bureau of Investigation one day after the governor harshly criticized the agency's leadership... Santo Trafficante Jr., said to be one of the last of the old-time Mafia godfathers, dies in Houston... Bishop Robinson resigns as Police Commissioner of Baltimore to become Maryland's Secretary of Public Safety and Correctional Services...

## Coming up in Law Enforcement News:

An interview with  
Louis Greenleaf,  
Police Director  
of Newark, N.J.

# The year in focus: hate crimes

Crimes motivated by bias and hate existed long before a gang of white teenagers from Howard Beach, N.Y., chased a black man to his death on a highway in December 1986. However, the racial incident served as a harbinger that ushered in a year's worth of legislation, criminal convictions, and official studies on the legal, moral and emotional ramifications of hate crimes.

Monitors of hate crimes from such institutes as the Southern Poverty Law Center in Montgomery, Ala., and the Anti-Defamation League of B'nai B'rith insist that bias-related violence rose significantly in 1987 and continues to rise, but in the absence of a national data collection and classification system for such incidents, such claims, while appearing viable, are hard to substantiate with solid figures.

Although there are some cities and states that currently collect such data, they remain few and far between, and some such jurisdictions only began these data-collection efforts in 1987. And while most states have laws specifying a variety of punishments for hate-crime offenders, such as fines and additional jail time for crimes motivated by bias, such laws border on the useless in the absence of law enforcement policies mandating data collection and classification or special investigative procedures for hate crimes.

The nation's judicial system was kept busy in the bias-crime arena last year, up to and including the U.S. Supreme Court, which ruled in May that white ethnic groups fighting bias may use the same anti-discrimination law that blacks have been using for more than 100 years.

In unanimously voting to extend the 1866 law to include bias against other ethnic groups, the High Court reversed decisions by several lower courts which had ruled that such ethnic groups as Jews, Hispanics and Arabs, all considered white, could not sue under that law to redress discrimination.

During the same month, a \$91,500 building owned by the United Klans of America in Tuscaloosa, Ala., was surrendered to Beulah Mae Donald as part of a precedent-setting \$7-million verdict she won in February in a civil suit against the violent splinter group of the Ku Klux Klan.

Mrs. Donald's civil suit stemmed from the 1981 murder of her 19-year-old son, Michael, who was found severely beaten and hanging from a tree in Mobile. Two members of the United Klans are currently serving sentences for the crime, Henry Francis Hays, convicted of capital murder, is appealing a death sentence. James Knowles is serving a life term after pleading guilty to a Federal civil-rights violation. Donald was killed, they admitted, simply because he was black and "to show Klan strength in Alabama."

The presence of a number of KKK factions at a civil-rights march in Forsyth County, Ga., in January of 1987 shocked an American public that had grown more familiar with the sort of racism exhibited by the teenagers in Howard Beach than with the violent outbursts of an organized hate group.

Over the past several years, said one law enforcement official in Georgia, few Klan members have been arrested for anything more serious than obstructing traffic. In the case of all-white Forsyth County, a "walk for brotherhood" staged by a small interracial group was attacked by a crowd throwing stones and bottles and hurling racial insults and threats. The marchers were driven back to their bus. A few weeks later, however, a second march for racial harmony drew 20,000 demonstrators to the county, along with a visible but more subdued contingent of white supremacists.

Perceptions by some Klan members in recent years that the organization has grown content to do little more than band out pamphlets at local rallies gave rise to the formation of numerous

splinter groups and other white supremacist factions, some of them outright paramilitary organizations with more violent tendencies and agendas. Last year, the Federal Government moved against the leaders of some of these groups, in an effort to bring the weight of the law down on certain virulent racist cadres, some of which advocate the violent overthrow of the government.

In May, an anonymous caller to the 911 emergency number in Missoula, Mont., claimed that he and compatriots in the neo-Nazi Aryan Nations Church were responsible for the Easter Sunday bombing of an unoccupied police car. The bombing was said to be in retaliation for police harassment. In April, two former members of the extremist White Patriot Party, Stephen Miller and Robert Jackson, were convicted of conspiring to buy stolen military weapons for a series of robberies and assassinations. That same month, 15 white supremacists were indicted by a Federal grand jury in Fort Smith, Ark., on charges that included seditious conspiracy. Among those indicted was the Rev. Richard Butler, a leader of the white extremist movement and founder of the Aryan Nations, which is considered an umbrella group for neo-Nazi organizations and KKK factions. Trial for the right-wing revolutionaries is due to begin next month.

In November, two members of the Order, a brutal neo-Nazi organization that spun off from the Aryan Nations, were found guilty in the 1984 murder of Denver talk-show host Alan Berg. Bruce Pierce, 33, was convicted of shooting Berg 13 times with a

## **"A bias-motivated crime, unlike any other crime, rips at the very essence of society."**

**Capt. Donald Bromberg, former commanding officer of the New York City Police Department's Bias Incident Investigating Unit.**

Mac-10 submachine gun, while David Lane, 48, was convicted of driving the getaway car.

The most widely reported criminal convictions, however, came at year's end when a jury in Queens, N.Y., returned guilty verdicts against three of the four teenagers on trial in the Howard Beach case, Jason Ladone, 17, and Scott Kern and Jon Lester, both 18, were convicted on charges of second-degree manslaughter and assault in the death of Michael Griffith and the severe beating of Griffith's companion, Cedric Sandiford. A fourth defendant, Michael Pirone, was acquitted of all charges.

The flurry of media coverage and overwhelming public interest surrounding the Howard Beach case and extending to all bias-related cases over the year gave way to a number of studies on the issue by both public agencies and private organizations. One such study, sponsored by the National Institute of Justice and as yet unreleased, found that prosecutors' offices are not keeping in step with police in targeting hate crimes. Moreover, the researchers said that homosexuals are most frequently the victims of hate crimes. Legislation that would include sexual orientation as a category of hate-crime victimization, however, has been defeated in Oregon, Minnesota, Washington, New York and Illinois. Federal hate-crime legislation awaits action in Congress, and the issue of anti-gay violence is said to be one of the sticking points. Another study of bias crime, undertaken by a Governor's task force set up in New York following the Howard Beach incident, is due to be released in the next few months.

# April: Biden, Reagan square off again on 'drug czar'

In a 2-1 decision, the U.S. Court of Appeals for the Fifth Circuit rules that the U.S. Customs Service can begin urinalysis drug screening for employees seeking transfers to sensitive positions within the agency. The court notes, "Use of controlled substances by employees of the Customs Service may seriously frustrate the agency's efforts to enforce the drug law." However, the National Treasury Employees Union, which represents Customs agents, continues its work on a legal challenge to Presi-

dent Reagan's executive order calling for the establishment of drug screening programs to test some 1.1 million Federal employees.

Senator Joseph Biden, chairman of the Senate Judiciary Committee, introduces another bill to create the position of "drug czar" who would be solely responsible for administering all aspects of the nation's war on drugs. Although similar legislation has been passed by the Senate twice before, Gary L. Bauer, President

## **"When these requirements were established, a high school diploma indicated a superior level of education, but that is no longer true."**

**Dr. Gerald W. Lynch, president of John Jay College of Criminal Justice, on changes in minimum educational levels for new police officers.**

Reagan's domestic policy adviser, says that if such a bill were to pass again, he would advise the President to veto it. "We already have someone who does the things the bill says the drug czar

would handles — the President," Bauer observes.

The U.S. Supreme Court refuses to hear the appeal of a convicted drunken driver who

charged that police use of a sobriety checkpoint had violated his Fourth Amendment rights when he was stopped at a roadblock near Plainfield, Ind., in 1984. The Court rejected the con-



# April: toy guns trouble police

victed man's argument that "stopping an automobile and detaining its occupants constitute a seizure even though the purpose of the stop is limited and the resulting detention is quite brief." Lawyers for the State of Indiana, meanwhile, maintained that the roadblock had met constitutional standards, and that its location was chosen because of numerous accidents occurring there.

The law-enforcement community renews its plea to toy manufacturers to do something about the problem of realistic-looking toy guns, after a teenager is shot and killed by a San Bernadino County, Calif., sheriff's deputy who mistook the youth's "Lazer-Tag" toy gun for the real thing. Notes Gardena, Calif., Police Chief Richard Propster: "There is something inherently scary about having a gun pulled on you."

Continued on Page 8



Richard Butler, head of the Aryan Nations church, is seen here in his pulpit in Hayden Lake, Idaho. Butler was one of 15 neo-Nazi white supremacists indicted by a Federal grand jury on charges of conspiring to overthrow the Government.

Wide World Photo

## The weird side of the force: a 1987 round-up of oddities and the just-plain offbeat

Although the assessment of a year past is generally a look back at its most serious events, it is often the less serious events, the amusing, ironic or downright ridiculous events, that make a particular year memorable. So while the criminal justice community may look at 1986 as the year of the born-again 65-m.p.h. speed limit, or as another year in the ongoing drug war, there will be plenty of lawmen whose memories will be more specific — and more prone to raise a chuckle.

★...And You Don't Mess Around With Jim: Malibu, Calif., police chalked up the crime to a young Turk. After all, they reasoned, no one in their 30's or 40's would be so brazen as to rob the Lone Ranger. On Christmas Eve 1986, Clayton Moore, TV's original Lone Ranger, was busy signing autographs at an airport terminal when someone stole his luggage. The thief got away with the Lone Ranger's silver bullets, two six-shooters, gun belt and costumes. According to Det. Sgt. John Flaherty, the theft was not reported for five days because the airline believed the luggage had been "misdirected." By that time, the culprit had time to sell the goods to a pawn shop, which in turn would sell the guns and possessions to a dealer. Flaherty was able to recover and return the silver bullets, guns and gun belts, but the costumes remained among the missing.

★By Hook or By Crook: If your choices in a sheriff's election were a pardoned felon and a man facing charges of trying to bribe his rival out of the race, which would you choose? The people of McCormick County, S.C., chose the former felon in a special election last year, perhaps reasoning that he would at least be around longer. George Reid, the new sheriff, was pardoned for a 1974 grand larceny conviction. Although he had served as a chief deputy for the sheriff's office, he twice failed to complete basic training at the State Criminal Justice Academy. His rival, Jack Keown, was removed as acting sheriff in 1986 after being arrested on charges of offering Reid \$1,000 to drop out of the race. The sheriff Keown was filling in for, Jimmy Gahle, served from 1982 to 1986 before being convicted of embezzling two U.S. Treasury checks.

★Go Ahead, Shoot Your Mouth Off: For the firearms lover in your life, we humbly present the gun phone. Manufactured by and for gun lovers, the handset of this actual working telephone is made from a .45 semi-automatic pistol. To use the gun phone, simply hold it to your head so that you listen to the muzzle and speak into the handgrip. Said the phone's inventor, Jamie Tizzard: "There are a lot of us shooters out there who love guns and can appreciate the beauty of a well-made gun." The gun phone, which retails for \$175, is completely safe for children, according to Tizzard. In fact, he said, it would be to the advantage of the owner to tell the child that the gun is just like a regular phone. Hold it to your head, kid, and talk yourself to death.

★The Ties That Bind: The New York City Policewomen's Endowment Association got tied up in knots last year over a police department reminding residents not to tie up the 911 emergency number with non-critical calls. The poster, which showed a policewoman hound with telephone cords, amounted to a degrading depiction of female bondage, complained PEA president Lillian Braxton. After an angry letter explaining the PEA's position was sent to Police Commissioner Benjamin Ward, the posters were recalled. "We thought it was an awful thing to do to any police officer, let alone a woman," Braxton said. Apparently, a similar poster showing a male officer bound with telephone cords caused no similar upset, for they remain in store windows and elsewhere throughout the city.

★Mayor Culpa: In an effort to rid the city of its first black police chief, Florida, Ala., Mayor H. T. Mathis resorted to voodoo. Last October, Mathis sprinkled cornstarch around City Hall, saying it was "voodoo dust" that would drive away evil spirits. Police Chief A. V. Patrick also received a letter, which he believes came from the 85-year-old Mayor, that said, "Spirits see cemetery nearby in near future." Luckily, Patrick does not scare easily. "The Mayor told me, 'If it works, you'll know.' But I told him, 'I didn't come here running and I'm not leaving running.'"

★Nuke 'Em, Danno: Daniel Candeiro probably knew that bank security has gotten tougher in recent years, but he got far more than he could have bargained for when he robbed the California Savings and Loan branch in Oakland. The 27-year-old Candeiro is now suing the bank he robbed because he claims it put a microwave-triggered explosive in the cash, which detonated after he stuffed the money down his pants. Candeiro was left severely burned, brightly colored genitals as a result of his heist. The explosive is designed to spray the perpetrator and the stolen cash with a tell-tale dye.

## The year in focus: the drug war

Despite renewed proclamations of a "war" or "crusade" against drugs, and despite continuing reports of massive seizures of illegal drugs — with each day, it seems, setting a new record for the largest single narcotics haul — top experts on drug enforcement and drug abuse were forced to concede last year that little progress has been made in the war on drugs.

As few will dispute, drug interdiction by Federal, state and local agencies is more successful than ever before, yet senior Administration officials testified before Congress in December that thousands of tons of cocaine, heroin and marijuana are still being smuggled through the nation's porous borders. Moreover, there has apparently been little reduction in the demand for hallucinogens, opiates and other illegal substances that are used routinely by an estimated 23 million Americans.

Said Frank Keating, acting chairman of the Drug Law Enforcement Coordinating Group of the National Drug Policy Board: "Anytime you have 1 out of 10 Americans using or abusing drugs, you have a problem that won't be solved overnight."

Early last year, the Administration moved to settle the continuing hue and cry for the appointment of a "drug czar" by naming Attorney General Edwin Meese 3d as head of a reconstituted National Drug Policy Board, a cabinet-level panel comprising senior officials from such diverse agencies as Health and Human Services, Labor, and Housing and Urban Development.

The board, created in 1984 to oversee all enforcement efforts, was reshaped by President Reagan in an effort to intensify the drug effort by consolidating enforcement, prevention and treatment in the hands of one panel. This came after the Administration took harsh criticism for the slashing of appropriations for the \$7-billion Anti-Drug Abuse Act of 1986.

But despite the axing of funds for the drug war — whether by the President, or by Congress itself in its effort to meet the strictures of the Gramm Rudman deficit-reduction law — state

and local law enforcement agencies continued to do what is widely viewed as an exemplary job of seizing drugs that have already made it into the country. And despite occasional flareups of interagency "turf warfare," Federal agencies such as the Drug Enforcement Administration, the Customs Service and the Coast Guard bore their share of the load at the borders as well. Attorney General Meese attempted to prevent future brushfires among drug-enforcement agencies by dictating that from now on, the Customs Service would be the lead agency in interdicting drugs smuggled by land, while the Coast Guard would have primary responsibility for stopping seaborne drugs. Later in the year, a study conducted by the WEFA Group (Wharton Econometrics Forecasting Association) for the Customs Service confirmed what many already suspected when it reported that from the standpoint of cost-effectiveness, the public is better served by drug interceptions made at the border.

According to the report, released in November, every dollar spent last year on border interdiction led to the seizure of \$7.05 worth of cocaine and marijuana. In contrast, money spent on the seizure of drugs inside the country led to only \$3.37 worth of marijuana and cocaine for each dollar.

More recently, with Congressional criticism still running hot and drugs showing no sign of tapering off, the National Drug Policy Board fielded a proposal suggesting that Customs and the Coast Guard be allowed to shoot at planes suspected of smuggling drugs if their pilots ignore orders to land. The plan, hacked by Customs but opposed by the FBI and CIA, would permit the use of "appropriate" force to compel an aircraft to land by authorizing the firing of weapons as a warning and, if necessary, into the aircraft itself.

Meese was said to be "less than enthusiastic" about the plan, which has not been acted upon by the board as of this writing. With a Congressional and Presidential election in the offing for 1988, it remains to be seen what new cries for an anti-drug crusade will be lofted as political campaigns gain speed.



# April: White supremacists rounded up for sedition

Continued from Page 7

whether it's real or not, and the response to that has sometimes been deadly and not infrequently, by law enforcement officers. "Toy manufacturers appear to be generally unresponsive to appeals from police organizations to paint toy weapons in distinctive colors.

Federal grand juries in Fort Smith, Ark., and Denver, Colo., indict 15 white supremacists on a variety of charges including conspiracy to overthrow the government of the United States. The indictments are unsealed after FBI agents round up eight of the defendants. The other seven are already serving Federal prison terms for previous convictions.

The Bureau of Justice Statistics reports that robbery victims, unlike other victims of crime, are less likely to know their

attackers, or at best know them only by face. "Robbery victims were much more likely than rape or assault victims to face two or more offenders," the study also points out.

The Senate overrides President Reagan's veto of an \$88-billion highway appropriations bill, which also includes an amendment permitting states to raise the speed limit on rural Interstate highways to 65 miles per hour. The action, which capped more than a year of Congressional wrangling between the House and Senate, was taken despite the opposition of Senators who charged that the higher speed limit would lead to an increase in highway traffic fatalities. (See "Focus," Page 9.)

A plan to reorganize the Buffalo, N.Y., Police Department is shelved until at least the beginning of 1988, after the city's Com-

mon Council defeats the proposal by a vote of 8-to-5. The plan would have included the consolidation of Buffalo's 14 police precincts into 5 districts, each with its own headquarters. The plan would also have allowed 46 officers currently on desk assignment to return to the streets.

The Federal Bureau of Investigation and the Bureau of Justice Statistics are once again in disagreement over whether crime went up or down in 1986. Preliminary figures from the FBI's Uniform Crime Reports indicate that crime increased by 8 percent for the first half of 1986, while data from the BJS-run National Crime Survey show virtually no difference in the level of crime since 1985. BJS director Steven R. Schlesinger says the discrepancy in the figures may be attributable to an increase in the number of people who report

crime. "For the first time in the survey's history we now have fully one-half of all violent crimes being reported to law enforcement officials," he says.

Five more police agencies are added to the list of accredited departments by the Commission on Accreditation for Law Enforcement Agencies. The newest members of the accreditation club, which now includes 47 agencies, are: the Fulton County, Ga., Police Department; the Buffalo Grove, Ill., Police Department; the Salisbury, Md., Police Department; the Henrico County, Va., Police Department, and the Wilson, N.C., Police Department.

COMINGS & GOINGS: Burl Keen, 67, is sworn in as interim sheriff of Columbia County, Ga., replacing Otis Hensley, who was suspended after being indicted on theft and perjury charges in

March... Terrebonne Parish, La., Sheriff Carlton Rozands Sr., who was indicted on more than 125 counts of fraud, nepotism and official malfeasance, dies of an undisclosed illness... Sturgis, Mich., Police Officer Dale Malesh wins an appeal and returns to the force after being dismissed for shooting a neighbor's dogs... Edward Tilghman is named as the new Police Commissioner of Baltimore, replacing Bishop Robinson... George Luciano is appointed director of the Justice Department's Bureau of Justice Assistance, replacing Mack Vines, who left to take a police chief's job in Florida... Police Chief Earl Rohitaille of Huntington Beach, Calif., retires... Joseph Seiffert is named Police Chief of Lynchburg, Va... Raymond C. Davis retires as Police Chief of Santa Ana, Calif., after 13 years at the helm (see "Names & Faces," Page 5)...

## On the record: the 1987 LEN interviews

- Jan. 13 Thomas E. Coogan, Police Chief of Denver, Colo.
- Jan. 27 Herman Goldstein, University of Wisconsin law professor, the Law Enforcement News "Man of the Year, 1986"
- Feb. 10 Arthur V. Deutch, Police Chief of Birmingham, Ala.
- Feb. 24 Col. Richard L. Dotson, Police Chief of Louisville, Ky.
- March 10 Steven A. Rhoads, Police Chief of East Hazel Crest, Ill.
- March 24 Stephen E. Higgins, Director of the U.S. Bureau of Alcohol, Tobacco and Firearms
- April 14 Bernard R. Sullivan, Police Chief of Hartford, Conn.
- April 28 Thomas A. Constantine, Superintendent of the New York State Police
- May 12 Rudolf Dallenbach, Herbert Haherl, Werner Gisler, Rolf Hereth and Albrecht Kurt, Police Chiefs in Alpine ski resort villages
- May 26 Pat G. Minetti, Police Chief of Hampton, Va.
- June 9 Eli J. Miletich, Police Chief of Duluth, Minn.
- June 30 Larry Broadbent, Undersheriff of Kootenai County, Ida.
- July 14 Per Kjonso and Elio Mandrilli, cruise ship masters, on high seas security
- Aug. 18 Marcos Manassakis, Police Director of Athens International Airport
- Sept. 8 Douglas G. Gibb, Police Chief of Honolulu, Hawaii
- Sept. 29 Sam V. Baca, Police Chief of Albuquerque, N.M.
- Oct. 13 Harold Johnson, Public Safety Director of Highland Park, Mich., and president of the National Organization of Black Law Enforcement Executives
- Oct. 27 Paul A. Annee, Police Chief of Indianapolis, Ind.
- Nov. 10 Frederick T. Martens, Executive Director of the Pennsylvania Crime Commission
- Nov. 24 Marlene A. Young, Executive Director of the National Organization for Victim Assistance
- Dec. 8 W. Cary Edwards, Attorney General of the State of New Jersey
- Dec. 29 Reuben Greenberg, Police Chief of Charleston, S.C.



Annee



Constantine



Minetti



Greenberg



Rhoads



Higgins



Sullivan



Martens



Johnson



Baca



Gibb



# May: Highway fatalities said to be on the increase

FBI Director William H. Webster is unanimously confirmed by the Senate May 19 to become Director of Central Intelligence. Webster, who had been the FBI's director since 1978, underwent three confirmation hearings before the Senate Intelligence Committee in April, winning approval of his nomination in a 15-0 vote on May 1. President Reagan is yet to select a successor for Webster at the FBI.

The Bureau of Alcohol, Tobacco and Firearms (ATF) reports that while incidents of stolen explosives decreased in 1986 compared to the previous year, the number of bombings and attempted bombings increased substantially. ATF director Stephen E. Higgins says that the number of those killed in bombings rose by 16 percent and the number of injured rose by 46.6 percent. Property damage from bombing incidents nearly doubled last year.

The U.S. Supreme Court agrees to hear a challenge by white New York City police officers to a court settlement that provided promotions for black and Hispanic officers who did not pass a 1983 sergeants' exam. Results of that test showed that whites did better than blacks or Hispanics, which prompted a suit alleging that the test was biased. The city then agreed to promote minority officers who did not pass the exam in order of their test scores so that the percentage of those promoted would equal the proportion of blacks and Hispanics who took the test. At the root of the Supreme Court case is the question of whether officers have a right to challenge the court-arranged promotional settlement since they were not parties to the case. Lower courts have ruled they do not have such a right.

Secretary of Health and Human Services Otis Bowen reports to Congress that cocaine is significantly purer and much cheaper today than a decade earlier, and abuse of the drug has reached epidemic proportions in the United States.

The National Transportation Safety Board says that the number of people who died in transportation accidents in the U.S. in 1986 rose at least three percent over the previous year. Highway accidents claimed 45,840 lives.

The U.S. Supreme Court upholds a lower-court decision holding that a police helicopter unit must possess a search warrant before hovering over a backyard greenhouse to look for marijuana. The Justices reject an appeal from the State of California seeking a review of the ruling that said such searches violate Fourth Amendment rights. The Supreme Court's action contrasts with two earlier Court rulings concerning aerial surveillance in which the searches that were upheld involved open areas, not greenhouses, and were conducted in legal airspace at heights of at least 1,000 feet.

In another May decision, the Court rules that white ethnic groups can use the same law banning discrimination that blacks have been using for over a century. In a unanimous vote, the Court expands the scope of a 1866 law against racial discrimination to include ethnic bias as well. The decision reverses several lower court rulings in which such ethnic groups as Jews, Hispanics and Arabs, which are considered white, were unable to sue other



whites under the discrimination law.

New Jersey Governor Thomas Kean signs into law a bill clarifying homeowners' use of deadly force to protect themselves from intruders. The law shifts the burden of proof from homeowners to prosecutors in such cases.

Robert Rathbun, one of the police officers accused of drug-related corruption in New York's 77th Precinct scandal, is convicted on all 37 counts on which he was tried, including conspiracy, burglary, theft, possession and sale of drugs and official misconduct.

Senator Joseph Biden introduces legislation to reauthorize several Justice Department pro-

grams that provide assistance to local criminal and juvenile justice agencies. Among the programs that would be given a new lease on life are the Drug Enforcement Grant Program, contained in the Anti-Drug Abuse Act of 1986; the Office of Juvenile Justice and Delinquency Prevention; the Crime Victims' Fund, and the Organized Crime Regional Information Sharing System Program. The proposed legislation would also increase death benefits paid to survivors of slain police officers under the Public Safety Officers Benefits Act.

Maryland State Police statistics indicate sharp increase in spouse abuse in the state over a four-year period. The number of reported cases climbed from 9,065 in 1982 to 14,788 in 1986. A police spokesman says the rise in

reported incidents may reflect better police reporting methods and greater public awareness of the problem.

**COMINGS & GOINGS:** Chattanooga police officer Freeman Cooper, a black man, is named department spokesman in an effort to improve police relations with the city's minority community... Anchorage Public Safety Commissioner Joe Franklin resigns amid speculation he may run for mayor... Pittsburgh Police Chief William "Mugsy" Moore, the first black to hold the chief's job in that city, resigns May 11, charging that Mayor Richard Caliguiri and Public Safety Director Glenn Cannon had excluded him from all major decision-making and reduced his status to that of a "token" (see "Names & Faces," Page 5)...

## The year in focus: hiking the speed limit to 65

After years of trying, a group of Senators from Western states finally succeeded last year in turning back the clock while they cranked up their speedometers. With the passage of a four-year, \$52.4-billion highway appropriations bill in March came the right for states to decide for themselves whether they wanted to raise the speed limit to 65 miles an hour on rural Interstate highways. As it quickly turned out, quite a few of them did.

Senators from states such as Iowa, Nevada and Oklahoma led the fight to drive 65, claiming that the 55-m.p.h. national speed limit was simply not realistic on roads used more often by jackrabbits than Chevrolets. Driving at 55 miles an hour through the wide open spaces of Texas, they said, is likely to add several hours to a trip from one end of the state to the other. And, as state troopers well know, the 55-m.p.h. speed limit was one of the most disliked and routinely violated laws on the books.

For months, the Senate and the House sent bills raising the speed limit back and forth. In February, the Senate passed the speed-limit amendment by a margin of 65 to 33. The House, however, approved the overall highway bill but tossed out the speed limit amendment.

Those who opposed the amendment cited the number

of lives saved since the "double-nickel" speed limit was created in 1974 in response to the Arab oil embargo. Even the law enforcement community seemed split on the issue, and essentially along the same lines as legislators: saving lives versus public disdain for law.

In March, a new twist appeared in the fate of the 55-m.p.h. limit. The House had finally passed the amendment by a paper-thin margin 217 to 206, but now President Reagan, who supported the speed-limit amendment, was against the highway bill and threatened to veto it on the grounds that it contained too much in the way of "pork-barrel" construction projects.

An \$88-billion, five-year highway bill worked out in a House-Senate conference was finally passed by the House in March by a vote of 407 to 17. A Presidential veto of the bill would have meant a loss of billions of dollars in highway aid, jeopardizing the summer construction season in the North.

Unfortunately for the President, he picked the wrong bill to veto. The highway bill was popular in the home states of many senators, and many agreed with the sentiments of Henry Hecht, a Nevada Republican, who said, "I cannot cast a vote against my state."

Despite an impassioned personal appeal from the

President, the veto was overridden on April 2 by a vote of 67 to 33, exactly the two-thirds majority that was needed.

No sooner was the measure approved by Congressional override than the states began dusting off their old 65-m.p.h. highway signs. In most states, legislative approval was a foregone conclusion, and the only ceremony was in the changing of the highway signs. Throughout the Midwest, the South and the West, speed limits were quickly raised, although in some cases the higher speeds were accompanied by the warning that state troopers would no longer grant motorists the leeway that had allowed them to drive 65 all along anyway.

As American motorists in many states spent the summer driving faster — legally — than before, it became only a matter of a few months before the next shoe dropped. At year's end, just before Congress adjourned for the holidays, an amendment was quietly tacked onto a major spending bill to allow 20 states, chosen in order of application, to raise the limits once again — this time on non-Interstate parkways and freeways in rural areas. Again, fans of the old limit were incensed, but as before, their righteous rage had no more effect than trying to stop a speeding car by standing in front of it.



# LEN's 1987 Man of the Year:

## Sheriff Michael Hennessey, 'thinking humanitarian' in the face of

By Peter Dodenhoff

AMID THE GAIETY OF THE 1982 CHRISTMAS SEASON, a sizable contingent of deputies from the San Francisco Sheriff's Department attends a congenial open-house party at the home of two fellow deputies — both of whom, it was well known, were gay. After an evening of socializing, indulging in holiday baked goods and sampling generously from the punch bowl, all go their separate ways to enjoy the holidays further. One of the co-hosts of the party does not enjoy the holiday much further, however, coming down with a cold just before New Year's — a cold that seemed more severe than normal, perhaps pneumonia.

The deputy went for a medical checkup, was diagnosed as having AIDS, and died three weeks later.

Like a spark in a hayloft, news of the deputy's sudden, unforeseeable death roared into a flame of hysteria that swept the sheriff's department, fanned by the winds of everyday shop talk, gossip and scuttlebutt. The deputy had seemed so alive, so healthy only a few weeks before, thus driving home dramatically the point that AIDS was truly a very deadly disease. The fears of co-workers were compounded by the fact that they had been guests at the dead man's house, drinking from a common punch bowl, thus leading them to suspect — erroneously, of course — that they too might be at risk of AIDS infection. Several dozen deputies signed a petition, sent to local newspapers, that demanded a work environment free from communicable diseases. The word AIDS was never mentioned, but the strident tone of the petition made it unmistakably clear that that disease was the chief concern.

Nor was the deputy's death the first time that Acquired Immune Deficiency Syndrome had taken a member of the San Francisco Sheriff's Department in its lethal grasp. Only six months earlier, a well-known, well-liked, quietly but openly gay deputy, who had recently returned from the California Police Olympics as the winner of three gold medals in swimming, died as a consequence of the disease. He underwent an operation for appendicitis and, with his body's immune system depleted from AIDS, he never fully recovered and died not long thereafter. However, owing in part to the deputy's popularity, his death was not widely discussed in any tones other than the most affectionate and respectful. Moreover, at that point the AIDS virus had only been identified by medical science for about a year, and the disease was generally perceived as a fairly confined affliction, nothing like the epidemic it was to become.

In the face of the "real panic situation" that ensued from the death of the second deputy in January 1983, Sheriff Michael Hennessey — then just 35 years old and in the final year of his first four-year term — implemented what he terms "crash training" on the issue of AIDS. At large-group meetings in the department of 410 deputies, medical doctors armed with the most up-to-date information talked about the health aspects of AIDS, while Hennessey himself addressed the policy questions attendant to the issue. Deputies were also retrained on the local ordinances pertaining to such AIDS-related issues as medical confidentiality and freedom from discrimination.

Since that fortuitous birth in crisis, the policies of the San Francisco Sheriff's Department regarding AIDS have been evolving along the lines of fair, medically approved principles that mesh neatly with Hennessey's belief that "education, not fear

and prejudice, is the key to successfully combating the tragedy of AIDS." And no law enforcement administrator in the United States has been confronting the AIDS issue as long as, as up close as, or with the sensitivity and clarity of vision of Sheriff Hennessey.

That Hennessey should be way out in front of his colleagues on the AIDS issues owes much, of course, to the demographics of the county he has served as sheriff since

1979. San Francisco, which as a county and as a city has the same boundaries, is home to a sizable gay, lesbian and bisexual population, and as such the AIDS virus has touched down there with particular vigor, among the community at large as well as among Hennessey's work force and the inmates housed in the two jails he administers.

But Hennessey's status as a nationally-recognized leader in developing clear, fact-based AIDS policies and training programs is also due in large part to the nature of the man himself. "Hennessey is many things," notes Randy Shell, director of Community United Against Violence, a local anti-discrimination group. "He certainly is intelligent, and beyond that he is an incredible humanitarian, and a humanitarian who thinks. Both he and the captains at Mission Police Station understand and appreciate the value of police/community relations. They see it as an educational situation and a way they can benefit the community and thus their organizations. It's a very intelligent approach, and Hennessey has been just pivotal in law enforcement in this city in creating that kind of dynamic, that kind of consciousness. The community owes him a great deal."

Sheriff Hennessey has confronted the AIDS issue with a candor that is rare in law enforcement, daring to say and espouse publicly those things that many colleagues only think about — if they go that far. He is unflinchingly frank in sizing up the obstacles to a broader adoption of humanistic policies on the AIDS issue, noting that "the overall impact of the epidemic, even if you're not homophobic, doesn't seem to affect mainstream America yet, and therefore mainstream America has not yet seen this as a threat to their personal safety and to their own personal future." He notes with pleasure the fact that law enforcement has come a long way in addressing AIDS but is not shy about identifying the pockets of fear, panic and resistance that remain — for example, middle management. "Upper management has been fairly well informed," he says. "They may not believe it all, but they've been fairly well informed. But middle management, who run the day-to-day operations, who are directing people and giving people that out-of-the-side-of-the-mouth advice, those are the folks we have to get to immediately." Faced with a medical issue that has so many social, political and occasionally, moral overtones, Hennessey's willingness to tackle matters head-on comes as a rare breath of fresh air.

The sheriff's department's policy on AIDS, which stemmed from those first two AIDS-related deaths of deputies — there have been others since — is in fact not a policy at all, but rather a series of guidelines, training protocols and relevant local ordinances that have been promulgated at various times since early 1983. "It's one of those things where through training and through public positions that have been taken, and interactions you have with your union and at musters, the parameters of the policy have been made perfectly clear without a general order," Hennessey says.

## New policies, training re-shape police concern about AIDS

Item: The AIDS virus is transmitted exclusively through exposure to contaminated blood, semen or vaginal secretions, primarily through sexual intercourse and needle-sharing activities. There is absolutely no evidence of transmission through casual contact. The AIDS virus does not discriminate or make moral judgments.

Item: Since the Human Immunodeficiency Virus (HIV) was first isolated in 1981, there have been no documented cases of police officers, correctional officers, firefighters or paramedics contracting AIDS or HIV infection in the line of duty.

These two facts, simple though they may appear to some, have been stressed again and again by the Centers for Disease Control, the National Institute of Health and other agencies in the course of public education on the AIDS issue. More to the point for public safety officers, these basic facts about Acquired Immune Deficiency Syndrome may spell the critical difference between undertaking potentially life-threatening risks on the job and dangerously overreacting to a fear of AIDS in such a way as to jeopardize police-community relations or, worse, the life of a suspected AIDS carrier.

In 1987 — "the year of AIDS," according to Jerald R. Vaughn, executive director of the International Association of Chiefs of Police — police departments, police associations and Federal agencies raced to draft and implement policies regarding the fatal, incurable disease. At the state level, legislatures appeared equally anxious to enact new laws governing the many and varied aspects of AIDS, ranging from the mandatory testing of selected inmates to the protection of medical confidentiality for AIDS victims to criminalizing the willful transmission of AIDS by an infected person.

Policies and practices developed by law enforcement agencies were equally varied, dealing in most cases with the handling of persons or evidence that are believed to be infected, and in selected instances addressing critical side issues such as the rights of police or sheriff's employees who suffer from AIDS. The pressure for new policy and procedure was given a significant hooster shot in August by the National Institute of Justice, which urged police departments to develop "clear-cut, easily understood" policies and viable, up-to-date training programs for officers.

As with all policies developed in the face of a gathering crisis, there are those procedures that reflect thoughtful attention paid to the problem as well as those that suggest a frantic rush to judgment before all the facts are in. By and large, however, 1987 saw a discernible trend "toward a more reasoned response than before," according to IACP's Vaughn. The cold panic and hysteria that convulsed law enforcement over the AIDS issue in 1986 seemed to have abated considerably, despite the continued presence of overreaction in many quarters. But just as not all the medical answers regarding AIDS have yet been found, so too are many of the social, ethical and operational answers needed by police still awaiting discovery.

In a sense, the "year of AIDS" may be said to have started in June, at about the time that a major international conference on the disease was taking place in Washington, D.C. The start was a faltering one, as AIDS victims and their supporters who were demonstrating in the capital were greeted by a delegation of police officers who wore bright yellow gloves while arresting protesters. The gloves incensed members of the gay community, who felt the apparel did nothing but damage relations between themselves and the

police.

The automatic of the situation lingered in the country officers' protests, and administrators' abuses and virus. Although bringing a rule on the issue continued to from the dividing the The IACP down solidation when Speaking by the police "The predicted in the situations likelihood mask is j



# front lines of AIDS response

although he adds, "Just for our own good management, we probably should have a general order as well."

Such an all-purpose policy on AIDS is now in the drafting stages, Hennessey says, and should be out soon.

At the heart of that policy, undoubtedly, will be training and education, two catchwords that pervade all of Hennessey's pronouncements on the subject of AIDS. "It just takes a basic training effort," Hennessey says. "AIDS education, anywhere from an hour on up, is enough to avoid very bad reactions. It won't allay all concerns, but it will lay out where people stand, where the department stands, and what people's rights and obligations are. It's a simple enough education effort that it would take care of most of the problems."

All AIDS-related training and education efforts in the sheriff's department, whether for the staff or for the inmates, revolve around certain basic bits of information, such as what the disease is and how it is transmitted — through sexual intercourse or blood-to-blood contact, not casual contact. (See accompanying story.) For sheriff's personnel, the training package goes considerably further, beginning with the critical fact that no police officer, deputy sheriff, firefighter, correctional worker or paramedic has yet contracted AIDS or tested positive for the AIDS antibody as a result of line-of-duty activities. Emphasis is placed on basic precautionary steps that deputies can take to enhance their own on-the-job safety, such as donning surgical gloves when dealing with bodily fluids, exercising caution during searches or when handling sharp objects, washing hands thoroughly — the list goes on from there.

"AIDS education is repetitive," notes Lieut. Jan Dempsey, the training manager for the sheriff's department and an active participant in AIDS training for law enforcement throughout California. "It has to be done every year forever until there's a control in the epidemic. It's not that the deputies are dumb or anything, it's just that you get into routines in our business, and sometimes you get a little lax. This is something you don't want your officers getting lax in."

Dempsey, who admits that she had to become something of an "overnight expert" on AIDS when the disease first began to claim members of the sheriff's department, says that Hennessey's "proactive approach" and "avid support" were pivotal in getting the training program off the ground. "It just would not have been possible if he had had a different approach to it. I have seen programs in other agencies that did not occur because administrators were hesitant to really take a stand. The sheriff was very quick to make clear what his approach was going to be."

Hennessey's approach is based on a philosophy that has been described as "liberalism enforced with an iron hand." A contradiction in terms? Not according to Hennessey, who notes: "One is a philosophical perspective and the other is the mechanical application of that perspective. To enforce the rules of my department with an iron hand does not mean I do it without compassion or without concern for the individual deputies or employees. It's just that I am very firm about it." Of course, Hennessey is also cautious about the casual use of terms like "liberal" or "conservative," describing such labeling as "an off-putting exercise." But the bottom

tions of the D.C. police were symptomatic of the broad fear of the disease that still exists in law enforcement agencies throughout the country, as evidenced in some cases by police preparing lists of suspected AIDS victims, in other cases by the outright refusal to perform CPR to gays, prostitutes, drug addicts and others suspected of carrying the disease, though the balance of the year was to push out new model policies and procedures. The lethal nature of the disease can divide the law enforcement community from the citizens it serves, and in some cases from the profession itself. ACP's Jerry Vaughn is one who comes out firmly on the side of erring in favor of caution in dealing with potential AIDS victims. Vaughn, of the model policy on AIDS developed by the police chiefs' association, Vaughn noted: "The precautionary steps that we've recommended in our model policy would be used in those cases where an officer believes that there's a risk and that it would be appropriate. A CPR is just like any other piece of police equipment."

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line is getting his message across. "If they want to call me a liberal, or if they want to call me something else, I don't care as long as they listen to what I have to say."

Listening to what the sheriff has to say, whether about AIDS or any other subject pertaining to department business, is something that every new group of employees goes through at the start of a five-week orientation. "I introduce myself and tell them about myself and my perspectives," says Hennessey, "and then I tell them about three or four of my personal prejudices that they should know about if they're going to stay in this department. One of them is any type of ethnic slurs or sexual harassment or anti-gay statements. I just won't tolerate it. I've suspended people for it frequently. I tell them that if you do this and I catch you, I'm going to take a bite out of your paycheck. If you do it again, I'm going to try to fire you. I tell them that they're civil servants, and to me that means they should be civil with people. It doesn't mean they work for the government in that sense. It means I expect them to be civil and courteous with people, and servants means they're going to work for me eight hours a day."

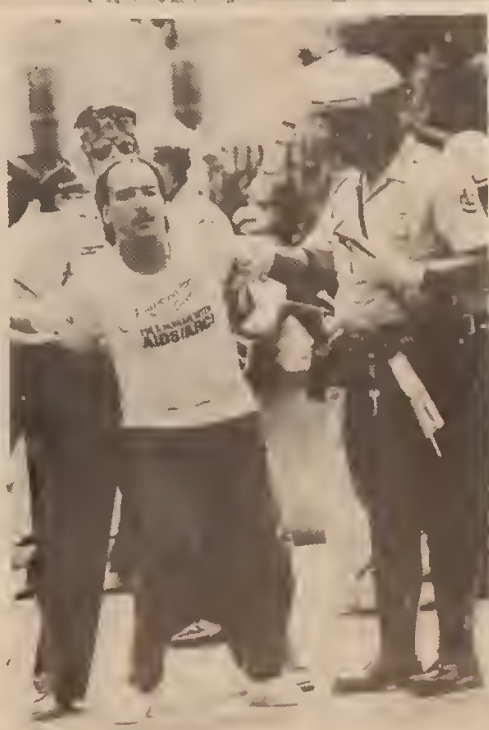
That may seem an unusual way of defining "civil servant," but to Hennessey it seems only natural. "That's the way my mother, an English teacher, would define the word 'civil': Keep a civil tongue in your mouth. Although we have to recognize that a jail environment is a rough-language melting pot, I believe that if you are courteous and civil, you have a lot less hassle in your life and in your profession and with me as your boss. It's one of the things I speak to every incoming officer about, and that we enforce. I suspend them, because that's one of the ways that you get everybody's attention, and it's one of the ways to let people know that this is of the utmost seriousness. It's one of those threshold issues that if you don't take care of it, a lot of other things seem permitted as well."

Hennessey's background figures prominently in more than just his unique definition of a civil servant. His father, a physician, is the only doctor for three small towns in Crawford County, Iowa. Dr. John Hennessey "treated everyone who came in his door, no matter who they were and what their background was," according to the sheriff. "I think just growing up in that environment you tend to socialize or empathize with a whole spectrum of people, even in a small town in Iowa. That probably had a more profound impact on my personal perspectives than anything else." Father and son don't get together too often these days, but when they do, the subject of AIDS is bound to come up as a matter of mutual professional concern.

After a sparkling educational career in Iowa, Hennessey began making plans to escape to someplace where his winters would not be marred by shoveling snow. He landed in San Francisco by way of Minnesota, where he won his law degree in 1973 from the University of San Francisco School of Law, then quickly passed the California bar exam and became legal counsel to the controversial Sheriff of San Francisco, Richard Hongisto. By 1975, Hongisto was gone, Eugene Brown was the new sheriff, and Hennessey founded the San Francisco Jail Project, a legal assistance program for indigent prisoners with civil legal problems. He ran the jail project until 1979, when he was urged to run for sheriff himself. He did, crushing Brown on his way to rolling up the largest number of votes for any contested election in modern San Francisco history. He took over what his official biography describes as a "demoralized and confused" sheriff's department, and hit the ground with his feet flying.

Within 90 days of assuming office, Hennessey fulfilled a campaign pledge to establish a women's work furlough program. In an effort to restore safety and security to the jails, he devised a prisoner classification system to identify the inmates and the special problems they may pose for the staff, other inmates or themselves. The system is said to have reduced escapes, suicides and serious assaults to near-rarities. The Sheriff's Work Alternative Program (SWAP) became a reality in 1982, allowing

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Gloved police officers arrest a protester at an AIDS demonstration in Washington last June.



# LEN's 1987 Man of the Year, Sheriff Michael Hennessey

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minor offenders, under the supervision of a deputy sheriff, to work off their sentences by cleaning up neighborhoods. The program costs just a fraction of what it would normally cost to house a prisoner in the county jail.

Nor were Hennessey's progressive thrusts directed solely at the inmate population of the 12th largest county jail system in the country. He quadrupled the level of training for all department personnel and launched three dazzlingly successful minority recruitment drives that brought blacks, Hispanics, Asians and women into the department in droves. As a result, the San Francisco Sheriff's Department now boasts the highest minority representation at every rank of any major law enforcement agency in the country.

When the training topic turns to AIDS — as it does with great frequency in the sheriff's department — Hennessey and his training manager, Lieutenant Dempsey, work within the context of a broad array of infectious diseases, not simply AIDS. The deadly nature of AIDS has been used as a means of reacquainting deputies with the risks posed by all contagions, which they might otherwise have been inclined to overlook. "All the training that I do in AIDS is done in the context of other infectious diseases," notes Dempsey, "and the reality that there are probably much greater risks for hepatitis-B and other things that the people in jails tend to have. The emphasis is to approach everyone as if they're infected, so that you're taking standard precautions across the board, and that way you're reducing the risk of your exposure to a wide range of infections."

The inclusion of AIDS along with other infectious diseases also enables sheriff's personnel to avoid any hint of discrimination in the way they respond to inmates, the citizens or their fellow employees. "If you start trying to identify specific groups of people and treating them in a certain fashion, that's going to be discriminatory," Dempsey asserts. "It's also not going to be protecting your officers, because anybody they come into contact with could be infected with a wide range of things."

A more egalitarian approach to handling aided cases will soon be put to the test in San Francisco and elsewhere in California, where the governor recently signed legislation requiring law enforcement agencies to provide plastic breathing devices for CPR to all peace officers, and to provide training in the use of such devices. Hennessey is an ardent booster of the new law and the practice of using CPR masks in all cases, on both a practical and philosophical level. "We are finding in our training that you actually get a better mouth-to-mouth seal with the mask than with the traditional method, so it's probably wise," he points out. Beyond that, Hennessey adds: "Peace officers have to recognize that not everyone who has AIDS looks like they have AIDS, and not everyone who has AIDS even knows they have AIDS yet. So how would you even know? You can't eyeball someone and tell if they have this disease or not, so why take the chance that they might? Admittedly, the risk of transmission in the course of CPR is apparently very minimal; it's never been shown to be the mode of transmission."

And what about those officers who say they would absolutely refuse to perform CPR on a person they suspected had AIDS? That doesn't wash with Hennessey, who cites the medical model on which his policies are based, and then adds: "In a lot of areas the medical model doesn't cover it. Somebody has to draw the line and say 'You shall perform CPR.' Not just 'Medical evidence indicates there is no risk in performing CPR.' Somebody has to go one step further and say, 'As a result you are obliged to do this.' We can use the medical model, and then we have to draw the conclusions ourselves."



Hennessey (l.) and fellow "actors" relax during the taping of the National Sheriffs' Association video "AIDS: The Challenge for Corrections." With him are (from right): Sgt. Harold Franklin, Fairfax County, Va., Sheriff's Department; Jim Byrd, jail administrator of Wayne County, Mich.; Sgt. Diann Makariak, Fairfax County, Va.; Dr. David Henderson of the National Institutes of Health, and Fairfax County Sheriff Wayne Huggins.

Courtesy NSA

Some of the conclusions drawn by Hennessey have bordered on the chancy, particularly in the area of jail security and safety. But, as Lieutenant Dempsey notes, "Had he not been willing to take those chances, we really would have experienced many more problems than we have." Among the steps taken by Hennessey is a comprehensive AIDS training and counseling program for inmates, run by five full-time AIDS counselors. As inmates complete their sentences and return to the streets, they are handed a packet of AIDS information, including free condoms. Hennessey would like to begin issuing condoms to inmates while they are in custody, as a way of limiting the spread of AIDS, but such a move is on hold while the department awaits a city attorney's opinion on the legal and liability issues involved. Hennessey has no illusions about condoms playing any part in sexual assaults in the jails, which he says only good classification and good security can prevent, but he adds, "We'd be foolish to assume that there's not consensual sex that takes place, and it would be that situation where a condom would be preventive in terms of exposure to AIDS."

Hennessey also opted for changing the jail policy on shaving razors, again due to AIDS, out of concern that infected blood from a shaving nick might be spread on a shared razor. His own deputies warned that handing out individual disposable razors would mean more razor-blade "shanks" in the hands of inmates, and possibly more assaults with the contraband weapons. Assaults in the jails have apparently remained stable since the policy was changed, but Hennessey admits that there are more razor weapons in circulation, and jail deputies now have to be "that much more careful." Hennessey is candid about the delicate balancing act that he and fellow sheriffs face in the realm of jail security. "Sometimes you have to change your policy, and that change will affect or compromise the level of security you previously had," he says. "But there are times when you have to balance the security needs of the institution with the public health, with the county's liability, or with common sense. Then you have to make adjustments as a result."

Not all of the policy changes enacted by Sheriff Hennessey have gone over without rumblings and grumblings from his personnel, but the repetitive training efforts and the no-nonsense approach to enforcement of policy have gone a long way toward abating any lingering resistance. That's not to say that pockets of fear don't still exist, although the "brushfires" that pop up are usually dealt with quickly and smoothly by key sheriff's personnel like Lieutenant Dempsey. Outside the boundaries

## AIDS policies take shape in policing

Continued from Page 11

ment. You don't carry an assault rifle into all calls just in the event that something would happen. It's a discretionary call on the part of the police officers. When they're engaged in an activity that they reasonably believe poses a threat to them, they should utilize equipment that would provide an adequate measure of protection."

Still others suggest that such equipment as CPR breathing devices should be used in all cases, not just where AIDS is suspected, in order to avoid any hint of discriminating against a single segment of the population. "You don't who has AIDS and who doesn't," notes Anna Laszlo of the National Sheriffs' Association, who serves as project director for the association's publications and videotape training packages on AIDS. "It's a question of basic egalitarianism. We would encourage departments to make rubber gloves and breathing devices available, with a cautionary note that the virus is not airborne and it is not known to be transmitted through saliva. CPR is not considered high-risk."

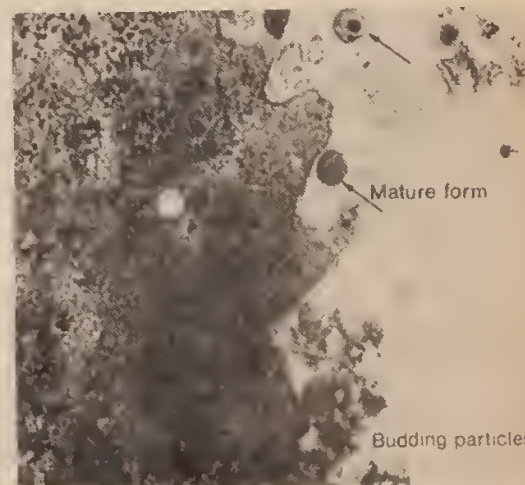
Ms. Laszlo points out, as do many others, that the risk of contracting other diseases, such as hepatitis-B, is clearly greater than contracting AIDS. "I like to call [the AIDS virus] Rambo when it's inside your blood-

stream but a wimp when it's outside. It's a very weak little virus outside the human body, although it's certainly deadly inside your body."

With the development of model policies by the IACP, training packages by the sheriffs' association and a complete issues-and-practices report from the National Institute of Justice, the ability of law enforcement to confront the AIDS issue in a clear, factual, non-hysterical fashion has taken bold strides forward, but in the estimation of some observers, a few larger issues remain to be addressed.

"One of the problems is that AIDS has been an illness that has afflicted many individuals that the police ordinarily have some adversarial relationships with, including the gay community, IV substance abusers and people of color," notes David Wertheimer, a social worker and former divinity student who heads the New York City Gay and Lesbian Anti-Violence Project. "AIDS has manifested itself largely in populations that the police have a history of either not understanding or not responding to terribly well."

Wertheimer says that advances in AIDS education, coupled with the increasing incidence of police officers who contract AIDS as a result of their off-the-job lifestyles, should go a long way toward reducing homophobia in policing. "There are many stories of



**PUBLIC ENEMY NO. 1:** A magnified look at the HIV virus found in the blood of a hemophiliac patient who developed AIDS.

Wide World Photo

police officers who have responded with extreme compassion and understanding to people who have AIDS," he notes. "The initial panic that we were encountering about AIDS two years ago has begun to subside a bit and people are beginning to ask more realistic questions about the disease." But, he quickly adds, "There is still an awful lot of inaccurate folklore about AIDS that is circulating."



# The year in focus: filling the ninth Supreme Court seat

It was generally conceded that Robert H. Bork would be in for some tough confirmation hearings on his nomination for the U.S. Supreme Court, but few could have foreseen the battle royale that was waged over the 60-year-old Federal judge by a host of special interest groups both pro and con — or, for that matter, that the seat opened up by the retirement of Justice Lewis F. Powell would remain vacant in 1988.

Powell, a centrist, often played the part of swing vote in the Court's 5-4 decisions. When Powell announced his retirement in June, President Reagan wasted absolutely no time in moving to replace him with a judge who would offer a more conservative philosophy of jurisprudence. The choice, Judge Bork of the U.S. Court of Appeals for the District of Columbia, clung fervently and unabashedly to a judicial conservatism that made him a virtual darling of the Administration, and confirmation of his appointment would have meant a realization of the President's oft-stated ambition to change the complexion of the Court by giving it a majority of conservatives. Previously, the Administration succeeded in winning confirmation for conservative Justices Sandra Day O'Connor and Antonin Scalia, as well as winning Senate confirmation of Justice William Rehnquist as Chief Justice.

Senate confirmation hearings on the Bork nomination unfolded against a backdrop of passionate politicking on both sides of the issue. The events leading up to the opening of hearings in mid-September sent signals from the Capitol to the White House that no nominee, particularly of the Bork variety, would be in for an easy go of things. And, as matters developed, Bork was ultimately rejected by the full Senate following televised hearings that coincided neatly with the nation's celebration of the bicentennial of the U.S. Constitution. The next nominee for the vacancy, whom President Reagan had promised would be a candidate equally galling to



President Reagan introduces Judge Robert Bork (l.) to the media

White House Photo

Senate foes, was the little-known Federal appellate Judge Douglas H. Ginsburg, whose judicial track record was nearly transparent. Ginsburg generated little of the heated debate that accompanied the Bork nomination, but he found his own niche in the news when he withdrew from contention before confirmation hearings could get underway, amid revelations that he had smoked marijuana several times during the 1960's and 70's.

In the wake of two nominating fiascos, the President tried again in November with a judge who was more moderate than Bork and more widely known than Ginsburg. Judge Anthony Kennedy, a Federal appellate judge from Sacramento, is generally expected to be confirmed when a vote is taken in the next several weeks.

Kennedy has won unanimous endorsement of the American Bar Association's judicial screening panel — unlike Judge Bork, who was rated "unqualified" by four members of that committee. In the heat of the Bork confirmation hearings, the judge's defenders charged that the unqualified

rating was based not on Bork's judicial abilities but on his politics. Many observers insisted that all nominations to the High Court are by definition "politicized," but the Bork hearings gave the impression of being uncharacteristically so, since Bork's credentials as a lawyer, law professor and judge were beyond dispute. The one aspect of Bork's background that tended to draw challenge was his tenure as Solicitor General under President Nixon, during which he fired Special Watergate Prosecutor Archibald Cox as part of the so-called "Saturday Night Massacre."

Senators Joseph Biden (D-Del.) and Edward Kennedy (D-Mass.) were accused of being prejudiced against Judge Bork before the hearings even began. Both senators had publicized their dislike of the Bork nomination and had stated publicly that they would be voting against him when he came before the Judiciary Committee in September. The fact that Senator Biden was chairman of the committee made some question whether Bork would even get a fair hearing.

The Bork hearings drew the

attention of numerous advocacy and civil liberties groups who claimed that his judicial philosophy would reverse the direction of constitutional law on such issues as abortion, civil rights, privacy and church-state relations. One liberal organization, People for the American Way, ran a series of radio, television and newspaper advertisements urging senators to "take a very close look at Robert Bork." On the other side of the fence, a broad array of law enforcement groups came out strongly in the judge's favor. "Throughout his career, Judge Bork has demonstrated a deep concern for the problem of crime and lawlessness in our society," said the executive committee of the International Association of Chiefs of Police.

As the confirmation hearings wore on in September, it became apparent that the nomination of Bork was in serious trouble. The judge backed away from what were considered by some to be extreme stances on the First Amendment and women's issues, but the four senators in key swing-vote positions, in-

cluding Arlen Specter (R-Pa.) and Dennis DeConcini, (D-Ariz.) remained skeptical. Said DeConcini: "The judge has made some very strong, what I consider radical, views known over his years of being a judge, and particularly before his being a judge. And now he has changed."

A vote of 9-5 against Bork by the Senate Judiciary Committee in October virtually sealed his fate. Said Senator Howell Heflin, an Alabama Democrat who was at one time chief justice of that state's Supreme Court: "I don't think there's any question that Mr. Bork is defeated." Apparently, there were still questions in Bork's mind, and fire in his heart, for he rebuffed suggestions that he withdraw before the full Senate voted on the nomination. He stayed in despite a foreordained conclusion that was recorded as a 58-42 vote against him.

There were several reasons for Bork's ultimate defeat, observers say, not least of which was the Democrats' regaining control of the Senate in the 1986 elections. Only a year earlier, two conservative Reagan nominees — Rehnquist and Scalia — were approved by a Republican-controlled Senate. Although numerous questions and criticisms were raised during Rehnquist's confirmation hearings, he was eventually approved despite the greatest number of negative votes of any successful Supreme Court nominee in U.S. history. Scalia was confirmed unanimously. Once the Democrats returned to majority status in the Senate, Reagan nominees to judgeships were certain to face more of an uphill fight.

Still others — generally those who were the staunchest of Bork's backers, insist that Bork was the victim of an unprecedented political smear campaign. The truth may perhaps lie closer to the notion, stated by some observers, that Bork's views on critical constitutional issues simply proved too unsettling and threatening to a nation seemingly content with the current balance of the Court.

## June: Powell says farewell to the Supreme Court

Washington, D.C., police impair relations with the gay community, according to a police liaison, when they wear bright yellow rubber gloves to arrest protesters in an AIDS demonstration at the White House. Police behavior at the June 1 demonstration, which was called to protest President Reagan's call for mandatory AIDS testing, is defended by Assistant Police Chief Isaac Fulwood Jr., who notes, "What we did was reason-

able" because some of those arrested have AIDS. The protest was timed to coincide with the weeklong Third International Conference on AIDS, which was occurring in Washington at the time.

The U.S. Supreme Court overturns a Houston ordinance making it illegal to interrupt an officer in the performance of his or her duties. In an 8-1 vote, the Justices rule that the local law, which

made it a crime to "oppose, molest, abuse or interrupt any policeman in the execution of his duty" was too broad and violated the First Amendment guarantee of free speech.

Representative Mario Biaggi (D-N.Y.) introduces legislation that would reduce Federal criminal justice assistance to states which fail to adopt a death penalty statute for the willfully

killing of a law enforcement officer.

Illinois and Michigan become the first two states to receive full awards for programs under the Anti-Drug Abuse Act. The two states were awarded a total of \$13 million by the Bureau of Justice Assistance under the new Federal program.

Supreme Court Justice Lewis F. Powell Jr. announces his retire-

ment from the bench, and President Reagan, moving swiftly to grab the opportunity to shift the Court's ideological balance, nominates U.S. circuit court Judge Robert H. Bork for the vacancy. Bork, a former U.S. Solicitor General, is widely acknowledged to be less of a judicial activist and much more conservative in his jurisprudence than Powell, who was often a swing vote in cases in which he

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# June: National guidelines for police bomb technicians

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The FBI promulgates the first guidelines to regulate the nation's police bomb technicians. Police department bomb units that do not live up to the guidelines regarding training, equipment and procedure would be barred from participation in the FBI's Hazardous Devices School in Alabama, the only school in the U.S. for police bomb handlers.

A study of the influence wielded by television police cop shows over their viewers finds that real-life police are believed to be bad drivers, reckless with firearms and careless with regard to individual constitutional rights. The report, commissioned by the New York City Police Foundation, says there is a gaping disparity between what viewers found to be realistic and that which was found to be credible by police. Nearly 40 percent of those surveyed felt TV police shows were generally realistic, while 84 percent of police felt the shows were inaccurate.

An Atlanta commission formed to study ways of reducing crime in the city's downtown business district issues its preliminary recommendations, including the creation of a special police district and the removal of vendors from the Five Point MARTA (Metropolitan Atlanta Rapid Transit

**"We are on our way, no doubt about it, but we are very far from having won."**

**U.S. Deputy Attorney General Arnold I. Burns, on progress in the war on drugs.**

Agency) station. A preliminary version of the report had called for a "safeguard zone" that would be patrolled by an additional 100 police officers to protect tourists and conventioners. However, that plan ran afoul of advocates for the homeless, who claimed that such a move would deprive homeless men and women of churches and other institutions which provide shelters. In a compromise move, the commission eliminated the safeguard zone and raised the number of additional police to 122.

Police departments in Papillion and LaVista, Neb., agree to share investigative units in an effort to boost efficiency. LaVista Police Chief John Packett says it is the first merger of its kind in the state.

A report by the House Government Operations Committee charges that the National Drug Policy Board is failing to effectively

run the nation's war on drugs. A member of the committee, Representative Glenn English (D.-Okla.) observes: "America's war on drugs has no effective leadership. The policy board is a failure. It has been hampering, not helping, anti-drug abuse efforts." On May 30, the policy board's chairman, Attorney General Edwin Meese, rejected calls for the appointment of a "drug czar" to coordinate Federal anti-drug efforts. He also moved to settle interagency "turf wars" between the Customs Service and the Coast Guard by directing that Customs would have the lead role in stopping narcotics from entering the country by land, while the Coast Guard would take the lead in interdiction on the seas.

A Federal district judge blocks the promotion of 260 Chicago police officers to sergeant and lieutenant because the tests they

**"We have been an utter failure in reducing the supply of narcotics in this country."**

**Frederick T. Martens, Executive Director of the Pennsylvania Crime Commission, on progress in the war on drugs.**

passed were later found to be discriminatory.

The U.S. Supreme Court makes it harder for victims of illegal police searches to sue for damages, ruling 6-3 that Federal agents may be immune from such suits if they can show that they believed they were acting legally.

The Bureau of Justice Statistics reports that households in the western United States were affected more often by crime in 1986 than households in other regions of the country. A BJS survey says an estimated 19 percent of the households in the northeastern U.S. were affected by crime in 1986, compared to 25 percent of the households in the Midwest and South, and 30 percent of the households in the Western states.

Plans to erect a national law enforcement memorial on the

Ellipse in Washington, D.C., are rejected by the National Capital Memorial Commission. Rejection of the plan, which called for a circular bower of flowering trees, is deemed "an insult" to law enforcement by the head of the National Law Enforcement Officers' Memorial Fund.

COMINGS & GOINGS: Major Neil Curran, 50, is named acting chief of the New Mexico State Police until a permanent successor to retiring chief J. J. Payne can be selected. . . Capt. Gregory M. Boyle, head of internal investigations for the King County, Wash., Police, is named to head the Green River Task Force after serial murder unit's former head, King County Capt. James Pompey, 37, was killed in scuba diving accident in Puget Sound in May. . . New Brunswick, N.J., Police Director James V. Gassaro is found guilty of Federal conspiracy charges in the fraudulent sale of a building to the city. . . Vermont State Police Sgt. William Chenard, 43, becomes the state's first trooper to die in the line of duty, suffering a fatal heart attack while leading a group up a mountain trail to recover the body of a camper who had died in the wild. . . Baltimore County, Md., Police Chief Neil Behan is re-elected as president of the Police Executive Research Forum. . . Sheriff Dwight E. Radcliff of Pickaway County, Ohio, is elected president of the National Sheriffs' Association. . .

# July: UCR shows 6-percent crime increase in 1986

A Bureau of Justice Statistics report released July 12 says the number of civil cases filed in Federal court nearly tripled from 1970 to 1986. There were some 87,321 cases filed in 1970, compared to a caseload of 254,838 in 1986. In contrast, the number of criminal cases increased by only 4 percent — from 39,959 to 41,490 — during the same period.

The Police Executive Research Forum announces a major study on narcotics wholesalers and weaknesses in their operations. With a grant from the National Institute of Justice, the organization plans to explore ways in which law enforcement agencies can best exploit the vulnerabilities of mid-level drug dealers to increase police effectiveness.

Dallas Police Department statistics reveal that assaults against officers increased by 30 percent during the second quarter of 1987, compared to the same period a year earlier. One hundred and eight criminal cases were filed against suspects who had shot at officers, threatened them with deadly weapons, verbally assaulted them or physically assaulted them. For the first six

**"The potential for meeting an emotionally disturbed person is greater now than it ever was."**

**Lieut. Alfred Baker of the New York City Police Department's Emergency Service Unit, on police interaction with the mentally ill.**

months of 1987, the statistics show, assaults on police officers were up by 25 percent.

Twelve Miami police officers involved in the "River Cops" drug-corruption case are indicted on charges ranging from murder to racketeering and drug trafficking. Rodolfo Arias, a former officer who agreed to testify for the prosecution, asserts that some of the cops allegedly involved in the scheme made as much as \$2 million from intercepting illegal drug shipments and extorting drug suspects.

William S. Sessions, chief U.S. judge for the Western District of Texas is nominated July 24 as the next Director of the FBI, following an intensive search. Sessions, touted as a "law-and-order" jurist, would become the second consecutive Federal judge to head the Bureau. (See "Names &

Faces," page 5.)

The House of Representatives approves a \$5.24-billion budget for the Department of Justice, after voting cuts of 2.45 percent for most of the DoJ agencies. The Immigration and Naturalization Service, the Drug Enforcement Administration and the Federal Bureau of Investigation are exempted from funding cuts, with all three agencies receiving significant increases over budget levels from the 1987 fiscal year.

Final Uniform Crime Report figures for 1986 show a six-percent increase in reported serious crimes compared to 1985, according to the FBI. Police agencies nationwide recorded 13.2 million major crimes in 1986, the FBI report says, with all eight crime categories showing volume increases from the previous year.

The Colorado Supreme Court clarifies the scope of the state's "Make My Day" law on defending the home against intruders, saying that the burden of proof in such cases rests with the householder who resorts to deadly force.

The Florida Department of Law Enforcement holds a "Science of Fingerprints" course designed to help police in their fingerprint identification and classification techniques. The course is said to be the first time such training is given by any agency other than the Federal Bureau of Investigation at its facilities in Washington, D.C.

The head of the Suffolk County, N.Y., Police Department's bias-crime unit, Sgt. Israel Horowitz, is removed from his post and reassigned following pressure from the Jewish community.

Under Horowitz's leadership, say community leaders, the unit was insensitive to anti-Semitism.

The drug-testing policy of the New York State Police is upheld by a state Public Employment Relations Board, which rules that the contract between the agency and the State Troopers Police Benevolent Association permits testing when there is reasonable suspicion of on-the-job drug use.

A \$20,000 judgment against the American Civil Liberties Union is won by Santa Ana, Calif., Police Sgt. Richard T. Long. A jury agrees that the ACLU hurt Long professionally when it insulted and ejected him from a public forum on police surveillance held by the civil liberties group in 1980. Long, who claimed he was "fingered as a spy," says the publicity about the incident ruined his work as the police department's community relations officer.

Michigan Gov. James J. Blanchard vetoes a bill that would have increased the speed-limit to 65 miles per hour on rural Interstate highways. Blanchard is the first governor to veto a speed-



## July: Comings & Goings

limit increase since Congress permitted states to do so earlier this year.

**COMINGS & GOINGS:** Takoma Park, Md., Police Chief A. Tony Fisher withdraws his resignation after negotiating with Mayor Stephen J. Del Giudice. . . New York City police officer James Day, a defendant in the 77th Precinct corruption case, is acquitted on charges he stole crack cocaine from dealers and sold the drugs for a profit. . . The three police officers in Loganville, Ga., quit in response to the firing of Chief Russell Pirtle, who was charged with mismanaging the department. . . Inkster, Mich., police officers Daniel Dubiel, Clay Hoover and Sgt. Ira Parker are

killed in a shootout July 10 when they attempt to serve a bad-check warrant on a woman and her three sons. . . Richland County, Ohio, Sheriff Richard Petty, 50, is convicted of covering up the confession of his campaign-manager's daughter in an arson-for-profit scheme. . . Duchesne County, Utah, sheriff's deputy Tom Angle resigns in the wake of his accidental fatal shooting of Lieut. Gerry Ivie, whom Angle mistook for a suspect at a roadblock. . . Houston Police Chief Lee P. Brown receives the Robert Lamb Humanitarian Award from the National Organization of Black Law Enforcement Executives, just weeks after having received the top leadership award from the Police Executive Research Forum. . .



## August: Random shootings on California freeways

The National Institute of Justice urges police agencies to develop comprehensive policies for dealing with Acquired Immune Deficiency Syndrome (AIDS). "These policies should be developed as soon as possible so they will be in place when needed," says NIJ director James K. Stewart, who pledges the institute's assistance to state and local officials who may need help in handling unfamiliar issues associated with the disease. NIJ has already established a clearinghouse in response to the informational needs and concerns of law enforcement, and is currently working on a report that will provide additional information and policy recommendations for criminal justice officials.

The Bureau of Justice Statistics reports that the country attained a 70 percent felony conviction rate in 1985. That year, the report notes, there were some 1.5 million felony cases filed, with about as many dismissed. "The numbers put into context the fact that 252,000 people were committed to a state prison" that year, says Steven R. Schlesinger, the agency's director. According to the study, arrests in the South were more likely to result in felony court prosecution and conviction than arrests in any other region of the country. For every 1,000 arrests in the South, there were 143 convictions, compared to 58 in the West, 60 in the Northeast and 78 in the Midwest.

Major crime in Los Angeles County decreased by three percent during the first six months of 1987 compared with the same period in 1986, Sheriff Sherman Block announces. Robberies and forcible rapes were down one percent and five percent respectively, while homicide increased by 18

**"A lot of people who didn't wear them before are wearing them now."**

**Officer Kymberly Skow of the California Highway Patrol, on the increasing use of body armor by troopers in response to a wave of shootings by motorists on California freeways.**

percent and aggravated assault rose by six percent. Block also notes that gang-related violence is on the rise, with homicides attributable to gang violence increasing to 40 in the first six months of 1987, compared to 23 during the first half of 1986.

Detroit Mayor Coleman Young announces that the city will use \$1 million confiscated from drug traffickers to fund the city's war on drugs. The money will be spent on a state-of-the-art police lab costing approximately \$350,000, a \$100,000 armored vehicle for drug raids, a new narcotics task force, a \$250,000 effort to identify people inside and outside the prison system involved in a "major narcotics crime cartel," \$100,000 on an enhanced anti-narcotics training program for police and \$100,000 for a computer system to track the relationship between narcotics and major crimes.

Debbie Ann Scott, 26, becomes the fourth victim in a rash of shootings on Southern California's highways this summer. Scott, a mother of three, is shot in the neck and killed when the Chevrolet El Camino pickup truck in which she was riding passed another slow-moving car, according to police. At least three others have died and seven have been injured in 42 roadway shootings since June 18.

In a related case, Los Angeles County sheriff's deputies draw their weapons on a mother and her three children after her teenage son pointed a toy pistol at a plainclothes detective on a freeway. The gun, a replica of a .45-caliber pistol, was returned after deputies stopped the car and ordered the family out at gunpoint. "It could have been a very tragic situation if someone had misunderstood directions," says Deputy Van Mosely.

The U.S. Secret Service comes out in support of legislation that

would ban plastic handguns that are said to be capable of slipping through airport security devices. Testifying before a Senate subcommittee, the agency's deputy director, Stephen Garmon, says the threat posed by non-metallic handguns "is significant and could potentially have a devastating impact on our protective mission."

Four more agencies are added to the list of police departments that have been accredited by the Commission on Accreditation for Law Enforcement Agencies. The new members of the accreditation club are the Clarke County, Ga., Police Department, the Williamsburg, Va., Police Department, the Palos Heights, Ill., Police Department and the Burleson, Tex., Police Department.

**COMINGS & GOINGS:** Gentry, Ark., Police Chief James W. Miller resigns, saying publicly from a probe focusing on the department's handling of

hounded-check cases prevented him from doing his job. . . Thomas J. Ashcraft is named U.S. Attorney for the Western District of North Carolina. . . Janet Lee becomes the only female sheriff in Kansas, taking over as acting sheriff of Elk County following the resignation of Sheriff Jim Copeland due to poor health. . . Gary Cariveau is named police chief of East Grand Forks, Minn., replacing Kermit Sundin, who resigned. . . Howard County, Md., names Frederick W. Chaney, a former Montgomery County police major, as police chief, succeeding Paul H. Rappaport, who resigned under fire. . . Emhatted Alexandria, Va., Police Chief Charles Strobel is placed on administrative leave until his Dec. 1 retirement, and Deputy Chief Arlan Justice is named acting police chief. . . Harold Johnson, the public safety director of Highland Park, Mich., is elected president of the National Organization of Black Law Enforcement Executives. . .

## September: Unanimous approval for Sessions as FBI Director

The nomination of U.S. District Court Judge William Sessions to head the FBI is approved unanimously by the Senate Judiciary Committee on Sept. 15, and 10 days later the full Senate gives Sessions its unanimous endorsement. Senator Lloyd Bentsen of Texas hails Sessions as a "distinguished jurist," and says the country is "exceedingly fortunate" to have Sessions as head of the FBI. "There will be no celebration in the halls of organized crime," adds Senator Phil Gramm.

President Reagan threatens to veto a measure attached to a recently approved \$14.28-billion spending bill for the Department of Justice, which calls for \$75 million in new funds for grants to help states enforce drug laws. The Administration had recommended no new funds for such a program, which was created as part of the 1986 Anti-Drug Abuse Act. The bill, approved by the Senate Appropriations Committee, would also affect the budgets of the Departments of Commerce, State and the Federal judiciary,

along with other related agencies.

The Maryland Court of Appeals unanimously upholds a state law making daytime housebreaking a violent crime punishable by a life sentence without parole for chronic offenders convicted of more than three offenses. The crime was reclassified in 1982 because of "the risk of personal harm and the right to be free of intrusion," the court observes.

A plan to conduct drug tests on  
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# September: Palestinian terrorist nabbed at sea by Feds

Continued from Page 15

some 60,000 Justice Department employees in sensitive positions is put into effect by Attorney General Edwin Meese 3d. Actual drug testing will not be taking place before the end of the year for four Justice Department agencies — the FBI, the DEA, the Immigration and Naturalization Service and the Federal Bureau of Prisons — and DoJ officials have yet to make a determination as to what constitutes a sensitive job. The classification will likely include those who carry guns, employees with access to classified information or those involved in drug investigations. Meese notes: "Every Federal agency must work toward the goal of a drug-free work place, but it is doubly important for the agency with primary responsibility for enforcing the nation's laws, and especially the nation's drug laws, to insure that its employees are drug-free."

The Bureau of Justice Statistics reports that the number of inmates in the nation's state and Federal prisons increased by five percent during the first half of 1987. The greatest increase was seen in the West, where prison populations grew 7.8 percent. In California, a high of 64,737 prisoners was reached. The lowest increase was found in the South, where the inmate population grew by 2.5 percent. In the Midwest and Northeast, the populations increased by 4.6 percent and 5.1 percent, respectively.

An FBI task force captures a Shiite terrorist aboard a yacht in the Mediterranean. Fawaz Younis, 28, was believed to be the mastermind of the 1985 hijacking of a Jordanian airliner carrying several Americans. FBI agents lured Younis into boarding the yacht with promises of transacting a drug deal. Younis was transferred to a U.S. Navy vessel and flown to the U.S. for trial.

Glickman (D-Kan.) says would target white supremacist groups, covers those who cross state lines in the commission of such a crime or who cause more than \$10,000 worth of damage.

The Philadelphia Police Department implements a policy under which it will have to obtain permission from civilian authorities before conducting

The first of 12 former Miami police officers charged in the "River Cops" case is found guilty. Ricardo Aleman is convicted of cocaine conspiracy and possession and tax evasion for taking \$100,000 to guard 400 pounds of the narcotic. Aleman faces a possible 48 years in prison.

The Daisy Manufacturing Co., the world's largest maker of BB

problems that have evolved between the Police Department and the city's minority communities. The mayoral task force urges the department to roll back its tough college education prerequisites for recruits.

**"When we get to the stage where we have all this civilian oversight, then when people call 911 let the ACLU answer the call."**

**Richard B. Costello of the Philadelphia Fraternal Order of Police, following announcement of a new Police Department policy that mandates civilian approval of police surveillance activities.**

Washington, D.C., officials announce that 300 to 400 narcotics cases awaiting trial will be dropped because the cases stem from the work of vice officers in the police department's Fourth District who are suspected of skimming money and drugs confiscated from raids. The action is taken in hopes of avoiding years of legal challenges to the cases, although prosecutors remain hopeful of refiling some of the cases at a later date.

The House Judiciary Committee approves a bill making the bias-motivated infliction of personal injury or damage to churches, synagogues or cemeteries a Federal crime punishable by a maximum of life imprisonment. The legislation, which Representative Dan

intelligence-gathering operations. The policy is adopted partly in response to a pending Federal suit filed by 15 organizations who charged that their First Amendment rights were violated when police infiltrated their meetings and limited their right to demonstrate at public events.

The Montgomery, Ala., Police Department is revealed to have put together a computerized list of suspected AIDS patients for use by officers. When confronted by the state's Department of Public Health and other agencies, Mayor Emory Folmar and Police Chief John Wilson reluctantly admit the existence of the list but refuse to destroy it, contending that it was necessary for the protection of officers.

guns, agrees to add bold "international distress orange" markings to its full-size replicas of military firearms in order to identify the weapons as toys. Although the company president says no incidents have occurred in which Daisy guns have been mistaken for the real thing, a "commitment to safety" prompts the move to orange BB guns.

A pair of management studies urges the Dallas Police Department to implement a program of violence-reduction training for officers, along with an early-warning system to spot troubled cops. The reports — one by a mayoral task force and the other by a Miami-based consultant — were commissioned in response to

COMINGS & GOINGS: Dexter, N.Y., Police Chief Samuel Johnson is ambushed and killed after responding to a radio report of gunfire. . . Warren County, Ky., Sheriff Jerry "Peanuts" Gaines is elected president of the Kentucky Sheriffs Association. . . Laura Dubiel, the widow of slain Inkster, Mich., Police Officer Daniel Dubiel, gives birth to a baby girl while acting as a surrogate mother for her late husband's best friend, Officer Stephen Borisch and his wife, Cindy. . . Lee County, Miss., Sheriff Roy Sandefer is indicted on charges of extortion, filing false tax returns and running two illegal gambling operations. . . William Geller is named associate director of the Police Executive Research Forum, in charge of PERF's new Chicago office. . . Louis Mayo retires from the National Institute of Justice to set up a private consulting practice with former Police Foundation president Patrick V. Murphy. . . Capt. Aristóteles W. Zavaras is named police chief of Denver, replacing Rudy Phannenstiel, who retired after four months as acting chief. . . Robert L. Martinez is named acting director of the Justice Department's Community Relations Service. . .

# October: Bork nomination goes down in flames

The National Crime Survey reports that in 1986 violent crime reached its lowest point in 14 years. Figures released by the Bureau of Justice Statistics show the incidence of violent crime to have dropped six percent in 1986, making it nearly 20 percent lower than its peak level in 1981 and 14 percent lower than the level recorded when the study first began in 1973. Survey data also indicate that 37 percent of all crimes were reported to law enforcement, with vehicle thefts continuing to have the highest reporting rate.

William Sessions, the director-designate of the Federal Bureau of Investigation, is readmitted to San Antonio's Methodist Hospital with a bleeding ulcer for the second time in a month. Sessions' swearing-in ceremony is again postponed due to the recurring illness.

The Justice Department's Office of Juvenile Justice and Delinquency Prevention announces plans for a two-year study to determine the precise number of missing children in the U.S. The

**"This is beginning to sound more like a canonization hearing than a confirmation hearing."**

**Senator Patrick Leahy of Vermont, commenting on the speedy, painless hearings on the nomination of Judge William Sessions to be director of the FBI.**

study, to be undertaken along with the University of New Hampshire's Family Research Laboratory, will examine all four categories of missing children, including children abducted by family members, abductions by non-family members, runaways, and children that have been abandoned by their families. Preliminary findings are expected to be available by the summer of 1988, with a final report due in mid-1989.

The chairman of the House Select Committee on Narcotics Abuse and Control, Representative Charles Rangel (D-N.Y.), accuses the Reagan Administration of withholding documents that indicate an upsurge in drug use in 1986 and early 1987. Rangel cites data included in a

survey by the National Institute on Drug Abuse, which show that cocaine remains a predominant drug of abuse throughout the country, with drug-related deaths in New York City rising nearly 46 percent between 1985 and 1986. The Administration, Rangel charges, "wants only to emphasize 'spectaculars' while denying an increasing problem."

The Immigration and Naturalization Service says border arrests dropped by 30 percent during the last fiscal year. The agency theorizes that more illegal aliens were staying home in the belief that they would not find work in the United States.

The full Senate votes 58-42 to reject the nomination of Judge Robert Bork to the U.S. Supreme

Court. Six days later, President Reagan nominates U.S. appellate judge Douglas Ginsburg, a little-known jurist who initially sparks none of the controversy that doomed the Bork nomination. (See "Focus," Page 13.)

The U.S. Supreme Court upholds a lower-court ruling that barred the use of evidence against a defendant when it is obtained during the pursuit of another suspect. Detroit police had entered the home of Bernice Johnson, armed with an arrest warrant for one Joseph Foster. Once there, they witnessed drug activity and subsequently obtained a search warrant to examine one of the rooms. The search warrant led to the arrest of Johnson on heroin possession charges. In dismissing a drug con-

viction against Johnson, the Michigan Supreme Court ruled that officers initially entered her house without a valid search warrant.

The FBI releases Uniform Crime Reporting figures for the first half of 1987, which show that overall crime rose one percent in volume compared with the first six months of 1986. Murders and robberies were down two percent and five percent respectively, while aggravated assaults rose by two percent. Overall property crimes were up two percent, led by a two-percent increase in larceny-thefts and a six-percent increase in motor vehicle thefts.

President Reagan submits to Congress a package of criminal justice reforms addressing the exclusionary rule, habeas corpus and the death penalty. The proposed Criminal Justice Reform Act of 1987 would bar the exclusion of evidence obtained by officers acting in the good-faith belief that the search was legitimate. The legislation would also enforce a one-year limit on Federal habeas corpus applica-



# October: Floridians carry guns openly — briefly

tions by state prisoners.

A controversial loophole in Florida's state gun law opens on Oct. 1 and is closed days later by a special session of the Legislature. The loophole, which attracted national attention, allowed residents to openly carry unconcealed weapons. Earlier in the year, legislators had revised the state's gun laws to give the state sole control over concealed weapons permits, but in the process had overlooked the inadvertent repeal of a provision banning the open carrying of firearms.

Florida's Criminal Justice Standards and Training Commission implements a regulation requiring all applicants for law enforcement jobs in the state to undergo urinalysis screening to prove they have not been using illicit drugs.

The International Association of Chiefs of Police meets in Toronto, and the conference gets high marks from attendees. However, IACP's executive director voices disappointment at the failure of the membership to approve a measure that would have raised

the group's annual dues from \$50 to \$100. Says Jerald R. Vaughn: "It was very shortsighted on the part of the small minority of members who chose to vote against it."

The Justice Department files a consent decree to end discriminatory employment practices by the Las Vegas Metropolitan Police Department. The decree would require the police department to pay \$395,000 in back wages and other compensation to victims of past discrimination.

COMINGS & GOINGS: In a surprise move, Chicago Mayor Harold Washington names Deputy Chief of Patrol LeRoy Martin as the city's new police superintendent (see "Names & Faces," Page 5). Elmer Tippet, 44, the deputy police chief of Prince George's County, Md., is named superintendent of the Maryland State Police. Alabama State Trooper Joseph C. Duncan is charged with the murder of fellow trooper Elizabeth Cobb, whom he had once considered marrying and who had named Duncan as the

beneficiary of her life insurance policy. . . Teton County, Wyo., Undersheriff Terry Bart resigns. . . Retired Oklahoma state trooper Gene Jones is named police chief of Lindsay, succeeding Dennis Avance, who resigned under fire. . . Sgt. Kenneth Pollock, 42, of the Maryland State Police is named Police Officer of the Year for 1987 by the International Association of Chiefs of Police and Parade Magazine. . . Virginia State Police Superintendent Robert L. Suthard is elected sixth vice president of the IACP. . .

# November: The facts about elderly victimization

FBI agent Donald Rochon files a civil rights lawsuit charging the Bureau and the Justice Department with racial discrimination and harassment. Rochon, who is black, claims that while assigned to field offices in Omaha and Chicago he was the victim of a variety of vicious, racially-motivated pranks. Fellow agents, he charges, defaced family photographs, placed melted chocolate in the earpiece of his telephone and erased dictation notes. At one office social function, two fellow agents allegedly made obscene noises in front of Rochon's wife, Susan, who is white.

President Reagan's second Supreme Court nominee, Douglas H. Ginsburg, falls by the wayside after it was disclosed that Ginsburg had smoked marijuana during the 1960's and 70's.

After two postponements, the swearing-in of FBI Director William S. Sessions finally takes place on Nov. 2, amid high praise from the new director's superiors.

President Reagan urges Congress to enact the Child Protection and Obscenity Enforcement Act of 1987, a legislative package that would place child pornography under the umbrella of Federal racketeering statutes. Under the proposal, it would be possible to prosecute those who possess or receive obscene material with intent to sell, including computer networks and parents who permit their children to be used in pornography.

A Bureau of Justice Statistics report says that while crimes against the elderly tend to be more serious when they occur, teenagers are more likely than senior citizens to be victims of crime. Between 1980 and 1985, the report says, senior citizens were crime victims less often than any other age group in the country. However, the elderly are more likely to be attacked by strangers. It adds that violent crimes against senior citizens

usually occur in or near their homes.

An ongoing feud between New York's police and firefighters over emergency response jurisdiction is resolved when Mayor Edward I. Koch leaves most matters in the hands of the police department. The feud had turned ugly in more than 200 reported incidents of violence between police and firefighters during the past year, in some instances fighting it out at emergency sites. The feud is resolved with firefighters remaining in charge at gas leaks, utility emergencies and hazardous waste removal sites. Koch also unveils a pilot program whereby fire department units would be dispatched as a backup when police are not available.

Buffalo residents approve a referendum mandating minimum staffing levels for the police department's 13 precincts, despite personal and public appeals from Police Commissioner Ralph Degenhart to reject the measure.

New York City police officials unveil a battery of new nonlethal devices that will be deployed in each of the city's 75 precincts. The devices, some protective and some offensive weapons, were put into use following a number of controversial incidents in which police used deadly force against suspects. The new arsenal includes two types of stun guns, a hand-held, high-pressure water cannon, a high-impact plastic shield and a Velcro restraint system for violent suspects.

Five more agencies win accreditation approval from the Commission on Accreditation for Law Enforcement Agencies. The newest accredited agencies are the Kettering, Ohio, Police Department, the Prince William County, Va., Police Department, the Rochester, N.Y., Police Department, the Thomasville, Ga., Police Department, and the Virginia Beach, Va., Police Department.

***"They rushed people into the system without adequate background checks and without proper training in integrity and ethics."***

**Robert Dempsey, Commissioner of the Florida Department of Law Enforcement, speculating on some of the reasons behind the continuing problem of drug-related corruption in the Miami Police Department.**

The Bureau of Justice Assistance unveils a \$1.2-million program to test problem-oriented approaches to drug enforcement. The project will select four jurisdictions to test the effectiveness of having patrol officers work hand-in-hand with the community to develop innovative methods of combating drug sales and abuse. The program will be administered by the Police Executive Research Forum.

The International Association of Chiefs of Police calls on Con-

gress to adopt a mandatory seven-day waiting period and a background check as prerequisites to handgun ownership. The resolution presented by IACP officials was unanimously passed at the organization's conference in October.

COMINGS & GOINGS: Rolando Bolanos, 36, becomes the first Hispanic police chief of Hialeah, Fla. . . David Lemmon, the Deputy Superintendent of the West Virginia State Police, retires after 32 years with the department. . .

Water Valley, Miss., Police Chief J. D. Watson resigns, and is replaced by former Jackson police officer Mike King. . . Frederick T. Martens, executive director of the Pennsylvania Crime Commission, is elected president of the International Association for the Study of Organized Crime. . . Lanny Lloyd is fired as police chief of Bullhead City, Ariz. . . Anne P. Glavin is appointed police chief at the Massachusetts Institute of Technology, becoming the first female chief of an armed police force at a major New England university. . .

# December: Howard Beach teenagers found guilty in 1986 bias-crime case

An unreleased study conducted for the National Institute of Justice reports that bias-motivated crimes appear to be increasing in both frequency and severity, and that prosecutors' offices are generally not keeping up with law enforcement in addressing the problem. The study, done by Abt Associates of Cambridge, Mass., notes that homosexuals are "probably the most frequent victims" of hate crimes, but concedes that it may be "politically difficult" to include sexual orientation in state bias-crime statutes.

The New York City Transit Police Department suspends operation of its decoy unit following allegations that the elite, undercover squad made numerous false or dubious arrests. The allegations came just days after similar charges that

four plainclothes officers were arresting black and Hispanic men to boost their arrest records and their chances for promotion.

Congress passes a measure allowing 20 states to raise their speed limits to 65 miles per hour on rural parkways that conform to engineering standards for Interstate roads. The move was made despite new data from the National Highway Traffic Safety Administration showing that traffic fatalities increased by 52 percent in those states that have already adopted the higher speed limit. The measure, which was quietly attached to \$600-billion spending bill to avoid hearings on the issue, infuriates those legislators who contend that the higher speed limit endangers lives.

The Florida Department of Law

Enforcement graduates its first class this month of auxiliary special agents, who will work on long-term criminal investigations just as full-time agents do, but on their own time. The agents, who represent nine different professional fields, including law, accounting, banking and computers, underwent a 160-hour training course before being deputized.

Three white teenagers are found guilty of manslaughter and assault charges in the Howard Beach, N.Y., bias-crime case. Jon Lester and Scott Kern, both 18, and Jason Ladone, 17, face prison sentences of five to 15 years for each charge. A fourth defendant, Michael Pirone, is acquitted of all charges in the case. The trial stemmed from a Dec. 21, 1986, incident in which a gang of white

Continued on Page 19



# Jobs

**Police Chief.** Schererville, Ind., a growing northwest Indiana community of 16,300, is seeking an individual to run a department of 20 sworn officers and 8 civilian employees, with a \$1-million annual budget.

Candidates must have a minimum of eight years experience in law enforcement or criminology, and demonstrate strong leadership, interpersonal, supervisory and administrative skills. Appointment is subject to the approval of the Town Board. Salary range: \$26,900 to \$39,600. plus benefits.

To apply, send cover letter and

resume before Feb. 29, in an enveloped marked "Police Chief Position," to Secretary, Police Commission, 1640 Wilson Street, Schererville, IN 46375.

**Police Officers.** Melbourne, Fla., is seeking applicants for its 118-member police department. Candidates must be certified law enforcement officers in Florida or eligible for comparative compliance. Weight must be proportionate to height. Selection process includes testing and extensive background investigation.

Salary is approximately \$18,100 plus benefits. Specialty

assignments available after probationary period.

To apply, send resume to Melbourne Police Department, 650 N. Apollo Blvd., Melbourne, FL 32935, Attn: Training/Recruitment Officer.

## Deputy Sheriffs Monroe County, Fla.

The Monroe County Sheriff's Office is accepting applications for the position of Deputy Sheriff. Responsibilities are to provide law enforcement and related services to Monroe County. Previous certified law enforcement training required. Applicants must be 19 years of age and have a high school diploma. Applicant must be able to successfully pass psychological, polygraph, drug urinalysis test and an extensive background investigation. Starting salary \$20,055/year. Excellent benefits. For further information contact: Monroe County Sheriff's Office, Human Resources, P.O. Box 1269, Key West FL 33040. (305) 292-7044. Equal Opportunity Employer.

## POLICE OFFICERS Gaston County, N.C.

Gaston County is currently recruiting for Police Officers. Must be a graduate of a four (4) year college or university with a degree in Criminal Justice or related field. Must be able to be certified by North Carolina Criminal Justice Council as a police officer. Must meet all minimum requirements for a police officer. Must present a copy of degree upon applying.

Salary \$9.32 per hour for certified officer, \$8.07 per hour for non-certified. For application or information, contact the Personnel Department, 212 W. Main Street, Gastonia, NC 28053-1578. Telephone (704) 866-3042. EO/AA Employer.

## DIRECTOR

### Hampton Roads Regional Academy of Criminal Justice

Position is responsible for planning, managing, directing, budgeting, scheduling and coordinating all criminal justice mandated and specialized schools, as well as establishing seminars for public safety chief and municipal/county executives for Academy participants. Must keep abreast of new trends in law enforcement and criminal justice. Successful candidate must be innovative and have the ability to manage Academy needs for grants, property, facilities and equipment on a continuous basis. Must be capable of providing a sound economic base for training operations and establish a working relationship with local community, civic and media organizations. Must possess considerable practical field experience in management and supervision of criminal justice and/or law enforcement activities, experience in instructing, conducting training sessions, and knowledge of related policies, procedures and techniques.

Bachelor's Degree in Criminal Justice, Education, or other related field; master's degree in same fields preferred. Salary commensurate with experience. Submit resumes before February 15, 1988, to Chairman, Board of Directors, Hampton Roads Regional Academy of Criminal Justice, 1300 Thomas Street, Hampton, VA 23669.

## POLICE CHIEF Alliance, Nebraska Population 10,000

Progressive Nebraska Panhandle community is seeking a qualified person for Police Chief's position. The department consists of 20 sworn officers and 7 civilians. Present budget \$760,000. The Chief directs the overall operations of the organization and is directly responsible to the City Manager.

Applicants should meet the following qualifications: four-year degree in criminal justice, public administration or related field; eight years progressively responsible experience in law enforcement, to include at least three years of supervisory or command level experience. Salary negotiable in the lower 30's.

Qualified applicants should send complete resume to: Linda Jines, Civil Service Secretary, P.O. Drawer D, Alliance, NB 69301, by March 11, 1988.

# How do you manage without Law Enforcement News?

If you're a police manager — or even if you simply work for one — your list of essential equipment should include Law Enforcement News. LEN brings you the complex universe of policing 22 times each year, giving you a timely, comprehensive look at the news in a way no other publication can match. If you're not already a subscriber, you owe it to yourself to add LEN to your regular reading diet. (And, if you pre-pay for your subscription, you can knock \$2 off the regular one-year price of \$18 — pay just \$16. Fill out the coupon below and mail to LEN, 444 W. 56th St., New York, NY 10019. LEN 14-263

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# Law Enforcement News 1987 Man of the Year: Michael Hennessey

Continued from Page 12

of the sheriff's department, Hennessey has also noted progress where once he was disappointed about law enforcement response to the AIDS issue. "There's been a tremendous turnaround," he observes. "In general I think for the past couple years it's been a case of 'two steps forward, one step back.' There's been progress, and every time there seems to be an ugly or negative incident, there seems to be a corrective action on a broader scale very shortly thereafter."

Hennessey is less sanguine about a broader issue attendant to AIDS, namely homophobia. Whether among law enforcement personnel or the general population, fear and dislike of gay people is one of the "not-so-hidden issues that are really controlling the agenda," according to Hennessey. "That's the number-one problem that dictates against a humanistic approach to solving the epidemic. It's not much different than racism in the sense that we have all types of laws against discrimination, and the issue is very clear in everyone's mind, but nevertheless there are a lot of racists, and no degree of education and no degree of law by itself is going to do away with that. I fear that it's the same with homophobia that's been brought forth by the AIDS epidemic."

As with any office-holder or office-seeker in a city like San Francisco, the support of the gay community is critical to winning election, and Hennessey is no exception. His political base, however, goes well beyond the gay electorate. From the heady days of his first election as sheriff — which took place only three days before his wedding day — he has continued to roll up impressive majorities of the vote in re-election campaigns. And being an elected law enforcement official, particularly one with such broad support, gives Hennessey the kind of freedom of movement that only a fellow sheriff could truly appreciate. "You have more independence, no question about it," he says, "and of course that cuts both ways. You can be independently good or independently horrible. I've done things that have been path-cutting, in a sense, because I felt like it. My instincts told me that I would feel bad if I didn't do this. That's when being an elected official really is of the utmost. Sure, there is horse-trading that goes on, and pressuring and lobbying, but when push comes to shove, if you want to set a policy in your department, no one can tell you that you can't do it, and that's great."

From his initial thoughtful response to an impending AIDS-related crisis in his own department, through his involvement with numerous national seminars on the AIDS issue, to his participation in AIDS-response policies and training materials for the National Sheriffs' Association and other organizations, Hennessey has moved ahead with a cool self-assurance that does not sound the least bit immodest. "I'm very happy doing what I'm doing. I think what I'm doing is very important, and I don't see anyone on the scene who can do a better job at it than I can in the way that I'm doing it," he says. His vigor and youthfulness — he just turned 40 in December — promise to make him a fixture on the San Francisco law enforcement scene for some time to come, particularly since he points out, "I'm not sure the grass is any greener elsewhere."

Hennessey has many plans for his department for the next several years, but one can safely assume that the AIDS issue will continue as a top-priority consideration for him and his staff. His response to that ongoing issue will be the same as it has been since early 1983. "The long-term and short-term responses are the same," he notes. "There should be mandatory education for incoming officers, and a mandatory update for your annual training. It's short-term in the sense that we can start doing it now, and long-term in the sense that we will continue to do it until there's no longer a need to — that is, until the epidemic is resolved, if it ever is. The other answer is short-term and long-term as well, and that is to set clear policy now, and change it as more information becomes available and as circumstances change. So set policy now, and set policy in the future. Train now, and train in the future."

And just how much weight can one really give to training? How much can training really achieve? Consider the example of the San Francisco Sheriff's Department, which serves as epilogue to the incident that first ignited the AIDS panic and brought with it a vigorous thrust toward humane, compassionate and progressive policy. As Hennessey describes the scene:

"About a month or so after we had our first go-round of AIDS education, another petition was circulated in the department, also signed by several dozen deputies, including a few who had signed the first one. The second petition said something to the effect of, 'We the undersigned want the public to know that deputy sheriffs are not insensitive to the suffering of our co-workers, and we stand beside the people in our department who may be struck by this disease. We'll work with them and be supportive of them and honor their right to continue to work in this department.' It was sort of a touching end to the first round of an AIDS education effort in a department of our size."

"Training played a major role [in the second petition]," notes Hennessey, "because finally they had some information and they realized that even though AIDS is certainly a battle for all of us, in reality AIDS is primarily a battle for those people who have it."



# Upcoming Events

## MARCH

**16-17. The AIDS Crisis: Improving the Public Safety Officer's Response.** Presented by the National Sheriffs' Association. To be held in Kansas City, Mo. Fee: \$200.

**16-18. Street Survival '88.** Presented by Calibre Press Inc. To be held in Norfolk, Va. Fee: \$110 (all three days); \$79 (first two days only); \$49 (third day only).

**20-26. Providing Protective Services.** Presented by Richard W. Kobetz & Associates Ltd. To be held in Winchester, Va.

**21-22. Intrusion Detection Systems.** Presented by the University of Delaware, Division of Continuing Education. Fee: \$375.

**21-23. The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. To be held in Honolulu. Fee: \$495.

**21-23. Investigation of the Use of Deadly Force by Police.** Presented by the International Association of Chiefs of Police. To be held in Louisville, Ky.

**21-25. Managing Police Traffic Services.** Presented by the Traffic Institute. Fee: \$400.

**21-25. Advanced Drug Law Enforcement.** Presented by the Institute of Police Technology & Management. Fee: \$375.

**21-25. Limited Manpower Detail: Executive Protection.** Presented by the Institute of Public Service. Fee: \$700.

**21-25. Financial Manipulation Analysis.** Presented by Anacapa Sciences Inc. To be held in St. Paul, Minn. Fee: \$445.

**21-25. Effective Police Supervision.** Presented by the Criminal Justice Center Police Academy, Sam Houston State University. To be held in Huntsville, Tex. Fee: \$195.

**21-25. Electronic Spreadsheets for the Police Budget Officer.** Presented by the Institute of Police Technology & Management. Fee: \$575.

**21-25. Solving Unresolved Homicides with Advanced Investigative Techniques.** Presented by the Southern Police Institute. To be held in Fort Lauderdale, Fla. Fee: \$300.

**21-25. Report Writing for Instructors.** Presented by Bruce T. Olson, Ph.D. To be held in Marysville, Calif. Fee: \$277.

**21-25. Field Training Officers' Seminar.** Presented by the Institute of Police Technology & Management. To be held in Highland, Ind. Fee: \$350.

**21-25. Military Traffic Operations & Safety.** Presented by the Traffic Institute. Fee: \$450.

**21-25. Video Production for Police.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$450.

**21-April 8. Command Training Program.** Presented by the New England Institute of Law Enforcement Management. To be held in Wellesley, Mass.

**22-23. Hostage Recovery: Negotiation Aspects.** Presented by the Criminal Justice Center, John Jay College of Criminal Justice. Fee: \$150.

**22-24. Interviews, Interrogations & Debriefing for Investigators.** Presented by the Broward County (Fla.) Organized Crime Centre. To be held in Broward County, Fla. Fee: \$210 (in-state); \$260 (out-of-state).

**22-25. Advanced (Computer-Aided) Intelligence Analysis.** Presented by Anacapa Sciences Inc. To be held in Santa Barbara, Calif. Fee: \$676.

**23-25. Police Photography.** Presented by the International Association of Chiefs of Police. To be held in Baltimore.

**24-25. Drug & Narcotic Investigation.** Presented by the University of Delaware, Division of Continuing Education. Fee: \$300.

**25-27. Defensive Driving.** Presented by the Southern Michigan Law Enforcement Training Center. Fee: \$300.

**26. Conflict Resolution.** Presented by York College of Pennsylvania. To be held in York, Pa. Fee: \$40.

**28-29. Investigative Technology.** Presented by Richard W. Kobetz & Associates Ltd. To be held in San Francisco.

**28-29. Recognizing & Identifying Hazardous Materials.** Presented by the University of Delaware, Division of Continuing Education. Fee: \$265.

**28-30. Kinematics in Accident Investigation.** Presented by the Institute of Police Technology & Management. Fee: \$300.

**28-30. Understanding the Police: A Local Government Guide to Modern Law Enforcement.** Presented by the International Association of Chiefs of Police. To be held in Orlando, Fla.

**28-April 1. Analytical Investigation Methods.** Presented by Anacapa Sciences Inc. To be held in Austin, Tex. Fee: \$445.

**28-April 1. Advanced Executive Protection.** Presented by the Institute of Public Service. Fee: \$700.

**29-31. DUI Standardized Field Sobriety Testing.** Presented by the Institute of Police Technology & Management. Fee: \$225.

**30-31. Hazardous Materials Incident Analysis.** Presented by the University of Delaware, Division of Continuing Education. Fee: \$265.

## APRIL

**4-7. DWI Program Management.** Presented by the Traffic Institute. To be held in Evanston, Ill. Fee: \$350.

**4-8. Police Executive Development II.** Presented by the Southern Police Institute

To be held in Las Vegas, Nev. Fee: \$300.

**4-8. Sex Crimes Investigations.** Presented by the Institute of Police Technology & Management. To be held in Richmond, Ky. Fee: \$375.

**4-8. Hostage Negotiations.** Presented by the Institute of Public Service. To be held in Gainesville, Ga. Fee: \$445.

**4-15. Crime Prevention Technology & Programming.** Presented by the National Crime Prevention Institute. To be held in Louisville, Ky. Fee: \$580.

**4-June 10. School of Police Staff & Command.** Presented by the Traffic Institute. Fee: \$2,000.

**5-6. Realistic Assault Control.** Presented by Calibre Press. To be held in Cleveland. Fee: \$195.

**6-8. Progressive Patrol Administration.** Presented by the International Association of Chiefs of Police. To be held in Phoenix.

**6-8. DUI Standardized Sobriety Field Testing.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$225.

**6-8. Child Abuse Identification & Intervention.** Presented by the Institute of Criminal Justice Studies. To be held in Austin, Tex. Fee: \$200.

**7-8. Super Supervision.** Presented by the International Association of Chiefs of Police. To be held in San Diego.

**11-12. Auto Crime Investigations.** Presented by the Criminal Justice Center, John Jay College of Criminal Justice. To be held in New York. Fee: \$150.

**11-12. Executive/VIP Protection.** Presented by Richard W. Kobetz & Associates Ltd. To be held in San Francisco.

**11-13. Managing the Property & Evidence Function.** Presented by the International Association of Chiefs of Police. To be held in Denver.

**11-13. Special Problems in Internal Affairs Investigations.** Presented by the Institute of Police Technology & Management. To be held in New Orleans. Fee: \$295.

**11-13. The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates. To be held in Southfield, Mich. Fee: \$495.

**11-13. Strategies for Defense of Police Use-of-Force Liability Suits.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$250.

**11-14. Advanced Studies in Crime Prevention.** Presented by the Institute of Criminal Justice Studies. To be held in Austin, Tex. Fee: \$350.

**11-15. Crime Scene Technician.** Presented by the Institute of Police Technology & Management. Fee: \$350.

**11-15. DWI/Drug Enforcement Instructor Training.** Presented by the Traffic Institute. Fee: \$400.

**11-15. Drug Unit Commander Seminar.** Presented by the Institute of Police Technology & Management. To be held in Richmond, Ky. Fee: \$350.

**11-15. Report Writing for Instructors.** Presented by Bruce T. Olson, Ph.D. To be held in Palo Alto, Calif. Fee: \$277.

**11-15. Advanced Alarms & Electronic Security.** Presented by the National Crime Prevention Institute. Fee: \$345.

**11-15. Practical Hostage Negotiations.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$375.

**11-22. Criminal Intelligence Analysis.** Presented by Anacapa Sciences Inc. To be held in Indianapolis, Ind. Fee: \$695.

**12-14. DUI Standardized Sobriety Field Testing.** Presented by the Institute of Police Technology & Management. Fee: \$225.

**12-15. Video for Criminal Investigations.** Presented by the Institute of Police Technology & Management. Fee: \$295.

**13-14. Contemporary Terrorism.** Presented by Richard W. Kobetz & Associates Ltd. To be held in San Francisco.

**15-17. Workshop for Recently Appointed Chiefs, Part II.** Presented by the International Association of Chiefs of Police. To be held in Washington, D.C.

**18-20. Investigation of Motorcycle Accidents.** Presented by the Institute of Police Technology & Management. Fee: \$295.

**18-20. Police Personnel Management Issues.** Presented by the International Association of Chiefs of Police. To be held in Charleston, S.C.

**18-22. Administering the DWI Program.** Presented by the Institute of Police Technology & Management. Fee: \$325.

**18-22. Advanced Locks & Locking Systems.** Presented by the National Crime Prevention Institute. Fee: \$345.

**18-22. Sniper I: Precision Marksmanship.** Presented by the Institute of Public Service. Fee: \$600.

**18-22. Automated Crime Analysis.** Presented by the Institute of Police Technology & Management. Fee: \$475.

**18-22. Planning, Design & Construction of Police Facilities.** Presented by the International Association of Chiefs of Police. To be held in Washington, D.C.

**18-22. Narcotics Identification.** Presented by the Institute of Police Technology & Management. Fee: \$350.

**18-22. Law Enforcement Fitness Instructor Certification.** Presented by the Traffic Institute. Fee: \$400.

**18-29. Homicide Investigation.** Presented by the Southern Police Institute. To be held in Las Vegas. Fee: \$500.

**18-29. At-Scene Traffic Accident Investigation & Traffic Homicide Investigation.**

Presented by the Institute of Police Technology & Management. Fee: \$495.

**19-21. Street Survival '88.** Presented by Calibre Press. To be held in Fort Lauderdale, Fla. Fee: \$110 (all three days); \$79 (first two days only); \$49 (third day only).

**19-22. Advanced (Computer-Aided) Intelligence Analysis.** Presented by Anacapa Sciences Inc. To be held in Santa Barbara, Calif. Fee: \$676.

**19-22. Police Internal Affairs.** Presented by the Institute of Police Technology & Management. To be held in Fort Lauderdale, Fla. Fee: \$325.

**20-22. The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. To be held in Boston. Fee: \$495.

**20-22. The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. To be held in Birmingham, Ala. Fee: \$495.

## December: Tracking a serial rapist in San Jose

Continued from Page 17

teenagers chased a young black man to his death on a highway, then turned on and severely beat one of his companions.

Two members of the neo-Nazi group The Order are handed long prison terms for their roles in the 1984 murder of a Denver radio personality. David Lane, 48, and Bruce C. Pierce, 33, are each sentenced to 150 years. Lane is already serving a 40-year Federal sentence for racketeering offenses.

Old-fashioned detective work leads to the arrest of a serial rapist in San Jose, Calif., after the most highly computerized police agency in the country was unable to track down the suspect using high-tech methods. George Sanchez, a city maintenance worker, is believed to have raped more than 30 women throughout the Santa Clara Valley.

**COMINGS & GOINGS:** Insp. Joel Gilliam and Lieut. Rudy Thomas of the Detroit Police Department's narcotics unit are promoted to commander and inspector, respectively. . . Cecil H. Livesay, former police chief of Glendale, Mo., is sentenced to five years' probation and a \$24,000 fine for his part in a \$1-million sports bookmaking operation. . . William Dye, the first black police chief of Columbia, Mo., resigns at the request of City Manager Ray Beck. . . Memphis, Tenn., Police Director John Holt retires, and Mayor Dick Hackett recommends the appointment of James Ivy, who would become the city's first black police director. . . San Diego County, Calif., Sheriff John Duffy is re-elected as chairman of the Commission on Accreditation for Law Enforcement Agencies. . . Chester A. Hall, deputy chief of Shawnee, Kan., is named police chief there. . .

## For further information:

Anacapa Sciences Inc., 901 Olive Street, P.O. Drawer Q, Santa Barbara, CA 93102-0519. (805) 966-6157.

Broward County Organized Crime Center, Attn: Cmdr. William H. Dunman, Broward Sheriff's Office, P.O. Box 2505, Fort Lauderdale, FL 33303. (305) 564-0833.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062. 1-800-323-0037.

Center for Criminal Justice, Case Western Reserve University, Cleveland, OH 44106. (216) 368-3308.

Criminal Justice Center, John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019. (212) 247-1600.

Criminal Justice Center Police Academy, Sam Houston State University, Box 2296, Huntsville, TX 77341.

Florida Institute for Law Enforcement, St. Petersburg Junior College, P.O. Box

13489, St. Petersburg, FL 33733.

Institute of Criminal Justice Studies, Southwest Texas State University, Canyon Hall, San Marcos, TX 78666-4610. (512) 245-3031.

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216.

Institute of Public Service, 601 Broad St. S.E., Gainesville, GA 30501. (800) 235-4723. (800) 633-6681 (in Georgia).

International Association for Hospital Security, P.O. Box 637, Lombard, IL 60148. (312) 953-0990.

International Association of Chiefs of Police, 13 Firstfield Road, Gaithersburg, MD 20878. (301) 948-0922; (800) 638-4085.

National Crime Prevention Institute, School of Justice Administration, University of Louisville, Louisville, KY 40292.

National Sheriffs' Association, 1450 Duke Street, Alexandria, VA 22314-3490. (703) 836-7827.

New England Institute of Law Enforcement Management, Babson College, Drawer E, Babson Park, MA 02157.

Bruce T. Olson, Ph.D., 1015 12th Street, Suite 6, Modesto, CA 95354-0811. (209) 527-2287.

Pennsylvania State University, Attn: Kathy Karchner, 410 Keller Conference Center, University Park, PA 16802. (814) 863-3551.

John E. Reid & Associates, 250 South Wacker Drive, Suite 1100, Chicago, IL 60606. (312) 876-1600.

Richard W. Kobetz and Associates, North Mountain Pines Training Center, Arcadia Manor, Route Two, Box 100, Berryville, VA 22611. (703) 955-1128 (24-hour desk).

Ross Engineering Inc., 7906 Hope

Valley Court, Adamstown, MD 21710. (301) 831-8400.

Southern Michigan Law Enforcement Training Center, Attn: Stephen Seckler, Training Coordinator, 2111 Emmons Road, Jackson, MI 49201. (517) 787-0800, ext. 326.

Southern Police Institute, Attn: Ms. Shirley Beck, University of Louisville, Louisville, KY 40292. (502) 588-6561.

Southwestern Law Enforcement Institute, P.O. Box 707, Richardson, TX 75080. (214) 690-2370.

Traffic Institute, 555 Clark Street, P.O. Box 1409, Evanston, IL 60204.

University of Delaware, Division of Continuing Education, Attn: Jacob Haber, 2800 Pennsylvania Avenue, Wilmington, DE 19806. (302) 573-4440.

York College of Pennsylvania, Country Club Rd., York, PA 17403-3426. (717) 846-7788.



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## LEN's 1987 Man of the Year: Sheriff Michael Hennessey

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toward a humanistic  
law enforcement  
response to  
the AIDS crisis*



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